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ABSTRACT

The report carries the finalization of terminatcn of Federal invclvement in the affairs of the Menominee Indian reservatiocn in terms of law enforcement, highways, taxation, public welfare, and education. As reported, when the termination act became operative, county status was granted to the reservation and it became Menominee County. The report reviews the termination act, which provided individual Indians on tribal rolls an interest in tribal assets as inheritable stockholders in the tribal enterprise. Trusteeship of stocks and administration of assets for the Indians are discussed, along with organizational structure of Menominee Enterprises, Inc. (MEI), voting eligibility of stockholders, and financial conditions for MEI in 1965-68. The report concludes with recommendatiocns for expansion and improvement of the tribal enterprises, which deal mainly with forest products. A map of Menominee County (with political boundaries) is provided, along with a list of legislative acts affecting the county since 1965. Crime reports of pre- and post-termination are charted, Nelson-Laird Funds are tabulated, and a progress report for 1969 is included. (EL)

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REPORT

OF THE

WISCONSIN LEGISLATIVE COUNCIL

VOLUME VIII

REPORT OF MENOMINEE INDIAN STUDY COMMITTEE

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RC005048

January 1970

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* Members of Executive Committee.
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Assistant Superintendent Alan Kingston represented the state superintendent of public instruction.

MENOMINEE INDIAN STUDY COMMITTEE MEETINGS SINCE 1965

January 19, 1966—Madison
April 25, 1966—Madison
July 6, 1966*—Neopit
March 27, 1967—Madison
May 6, 1968—Madison
June 28, 1968—Neopit
November 15, 1968—Madison
January 23, 1969—Madison
July 14, 1969—Madison
October 20, 1969—Madison

* Executive Committee Meeting.

PREFACE

In 1953, the 83rd Congress resolved that certain Indian tribes, including the Menominees of Wisconsin, should be released from federal supervision. Pursuant to Assembly Joint Resolution 119, Assembly Joint Resolution 72 and Ch. 596, Laws of 1955, Wisconsin established the Menominee Indian Study Committee (MISC). The Laws of 1957, Ch. 464, directed the Committee to study the problems relating to termination in the areas of law enforcement, highways, taxation, public welfare, and education.

It was provided by the Laws of 1959, Ch. 259, s. 42, that when the Termination Act became operative, county status would be granted to the former reservation. The provision was made that county status would remain in effect until July 31, 1965. At that time it would be subject to the review of the legislature. To assist the legislature in its evaluation, the MISC submitted a status report encompassing the pre- and post-termination periods of 1954–61 and 1961–65. (See Wisconsin Legislative Council, 1965 Report, Vol. III, *Report of Menominee Indian Study Committee.)* It was further stipulated in Ch. 259, that if the act creating Menominee County was not repealed by the 1965 legislature, it would continue until July 31, 1969. Chapter 160, Laws of 1969, extended this date to December 1, 1969. If not repealed after being reviewed by the 1969 legislature, Ch. 259 becomes final.

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GENERAL STATUS OF MENOMINEE COUNTY

Menominee County has suffered from unemployment, under-employment, high birth rate, low family income, and general economic stagnation. In 1960 the United States Bureau of the Census reported that over 90 percent of the families had an income of less than a $1,000 per annum. In 1965, it was reported that annual income ranged from $0 to 2,999 for 88 percent of the families; $3,000 to 4,999 for 7.8 percent of the families; and $5,000 to 7,999 for 4.2 percent of the families. In 1967 annual income was $0 to 2,999 for 76.8 percent of the families; $3,000 to 4,999 for 11.8 percent of the families; $5,000 to 7,999 for 8.6 percent of the families; and $8,000 to 9,999 for 2.8 percent of the families.[1]

The major economic problem has been the broadening of the tax base. Not only is Menominee Enterprises, Inc. (MEI) the county's major taxpayer, paying approximately 82 percent of taxes, but it is also the county's major employer. Approximately 70 percent of the labor force is employed by MEI. Because of the economic ties, a knowledge of MEI is prerequisite to an understanding of Menominee County's problems.

[1] Sales Management Magazine; Survey of Buying Power, June 1968.

MENOMINEE ENTERPRISES, INC.

ORGANIZATION

When termination was finalized, Menominee Enterprises, Inc. (MEI) became operative. Title to the tribal lands, including the forest and sawmill at Neopit, was transferred to MEI. Under the articles of incorporation, MEI was granted authority to issue 330,000 shares of common stock.[1]

Each of the tribe's 3,270 officially enrolled members were issued title to 100 shares of MEI common stock at the par value of $1.00.[2] Legal heirs inherited title to the shares of deceased tribal members.

The First Wisconsin Trust Company of Milwaukee, which has guardian-like powers, acts as trustee for the minors and incompetents of the tribe. The trustee holds and administers assets until minors attain the age of 21. Upon court findings that incompetency no longer exists, incompetent beneficiaries receive their share of the assets. Approximately 21 percent of the stock is presently being held by the trustee. It is projected that by 1975, First Wisconsin Trust will hold only 2 percent of the stock.

However, the voting power of the trustee has been disproportionate to the number of shares held. The percentage of First Wisconsin Trust Company vote to the total vote has ranged from 80 percent in 1961 to 92.8 percent in 1966. Only in the years of 1962, 1964, and 1968 was the trustee elected without First Wisconsin's vote.

In exchange for the original shares of stock, MEI has issued voting trust certificates.[3] The certificates may not be sold or negotiated before January, 1971. After that date, Menominee Enterprises, Inc. has the option to purchase the certificates at the proposed sale price. If MEI does not purchase these certificates, the State of Wisconsin then has the option to buy. If, before this date, certificates are made a gift or willed to a person not a member of the owner's family, the same options exist.

In May, 1969 certificate holders were given the option to extend the January, 1971 deadline until January 1, 1974. Approximately 51.2 percent of

[1] Of the 330,000 shares of common stock, 3,000 shares were designated for possible use in obtaining capital.

[2] Prior to 1934, neither quantity nor origin of the Menominee blood of the applicant was decisive in the enrollment procedure. On June 15, 1934 the federal government passed the official Enrollment Act (48 Stat. 965). It provided that (1) the Secretary of the Interior was to prepare a certified roll of all tribal members; (2) the official roll was to include all members who were then enrolled on the Menominee tribal roll; (3) any person who was not on the roll as of June 15, 1934 was permitted to apply to the Secretary for enrollment; (4) at the end of each fiscal year, the Secretary was to compile a list of applicants and submit it to the General Council of the tribe; (5) the tribe had one year to investigate the applications and thereafter the Secretary could take action; (6) an applicant denied enrollment by the Secretary had the right to appeal to the Federal District Court; and (7) any enrollment customs that were in conflict with the statute were automatically repealed. To be eligible for enrollment a person had to (1) possess ¼ Menominee Indian blood; (2) the blood quantum of ¼ or more could not be derived from a Menominee that had participated in the "Half-Breed Payment of 1849"; and (3) the applicant had to be born to parents residing on the reservation at least one of whom was an enrolled member by right or adoption. On July 14, 1939, (53 Stat. 1003) the 1934 act was modified. It provided that (1) descendants of those Menominees that had participated in the Half-Breed Payment of 1849 were eligible for enrollment; and (2) Secretary of the Interior was to officially determine the blood quantum of those Menominees listed on the 1934 roll. The 1954 Termination Act (Public Law 399) provided that membership rolls would close as of midnight June 17, 1954. Any child born after that date would not be eligible for enrollment. The Menominees who were not enrolled by that date had the option to apply for membership within three months. If the application was not approved by the tribe, the applicant had an additional three months to appeal to the secretary, whose decision was to be final. The final roll, which contained 3,270 names, was finalized and approved November 26, 1957. The Termination Act also provided that individual interest in tribal assets is inheritable.

[3] Besides the voting certificates, each stockholder received an income bond which drew interest at a rate of 4 percent. Interest is paid out of MEI net income. The bond, which is valued at $3000, is payable on December 1, 2000. As with the voting certificates, options for purchase are retained by MEI and the State of Wisconsin.

PROJECTED VOTE OF MENOMINEE ENTERPRISES, INC., COMMON STOCK BY FIRST WISCONSIN TRUST COMPANY, TRUSTEE OF THE MENOMINEE ASSISTANCE TRUST

Year	Total	Enrolled Minors	Incompetents	Unenrolled Minors
1969	59,754	52,298	7,053	403
1970	51,223	43,767	7,053	403
1971	42,364	34,908	7,053	403
1972	32,604	25,148	7,053	403
1973	21,856	14,400	7,053	403
1974	13,009	5,553	7,053	403
1975	7,456	—0—	7,053	403

Source: Letter to Senator Reuben LaFave from First Wisconsin Trust Company, August 20, 1969.

VOTING IN ANNUAL ELECTIONS FOR TRUSTEE OF MENOMINEE ENTERPRISES COMMON STOCK VOTING TRUST

Year	Voters	No. of Votes	Candidates
1961	F.W.T.C. vote	136,000	Senator William Moser
	Menominee vote	4,000	Senator William Moser
	Menominee vote	12,000	Elmer Miller
	Menominee vote	18,000	Frank Skubitz
1962	F.W.T.C. vote	123,238	Senator William Trinke
	Menominee vote	6,160	Senator William Trinke
	Menominee vote	4,119	Andre LeMay
1963	F.W.T.C. vote	112,634	George Kenote
	Menominee vote	7,661	George Kenote
	Menominee vote	13,663	Mrs. Fanny LeMay
1964	F.W.T.C. vote	106,050	Hilary Waukau
	Menominee vote	6,935	Hilary Waukau
	Menominee vote	2,879	Jenny Weso
1965	F.W.T.C. vote	98,187	Professor W. Don Knight
	Menominee vote	2,994	Professor W. Don Knight
	Menominee vote	9,074	Robert Sennett
1966	F.W.T.C. vote	90,038	Myron Grignon
	Menominee vote	1,001	Myron Grignon
1967	F.W.T.C. vote	79,162	Lucille B. Chapman
	Menominee vote	3,490	Lucille B. Chapman
	Menominee vote	12,068	Arnold Corn
	Menominee vote	2,791	Lawrence Johnson
1968	F.W.T.C. vote	69,776	Judge William Moser (incumbent)
	Menominee vote	9,511	Judge William Moser (incumbent)
	Menominee vote	7,138	Senator Reuben LaFave

Source: Letter to Senator Reuben LaFave from First Wisconsin Trust Company, August 20, 1969.

the certificate holders voted for the proposed extension. Resolutions favoring the extension were adopted by Menominee Common Stock and Voting Trust, and the Board of Directors and MEI. Senate Bill 700, which would amend s. 231.45 of the statutes and allow such an extension, has been referred to the Committee on Labor, Taxation, Insurance, and Banking.

The official shares of stock are held by the Menominee Common Stock and Voting Trust, which consists of four tribal and three non-tribal members.[4] Members of the trust are elected by the certificate holders, including the First Wisconsin Trust Company, for a seven year period.

This year, 1969, represents the first year that all membership of the trust have been elected by certificate holders. In the first year of its existence, the General Council elected the tribal representatives. The Coordinating and Negotiating Committee nominated the four non-tribal members, who were subject to the approval of the General Council. The initial trustees drew lots to determine their length of tenure ranging from one to seven years. Each year since 1961, the certificate holders have elected a trustee to replace the member whose term had expired.[5]

Members of the Board of Directors, who determine and direct the policies of MEI, are elected by the Menominee Common Stock and Voting Trust for three year periods. The Board consists of seven tribal and five non-tribal members.[6] The latter are specifically chosen for their ability in financial and business matters.

Officers of MEI, who are selected by the Board of Directors, serve at its pleasure. As originally organized, MEI had one president, two vice-presidents, one secretary, and an assistant secretary. Recently two executive managerships were created to direct the mill forestry and the resource and business development divisions.

[4] Prior to 1965, the ratio was four non-tribal to three tribal members.

[5] In 1970 the stockholders have the option to continue the Menominee Common Stock and Voting Trust. This will be determined at the annual meeting of stockholders.

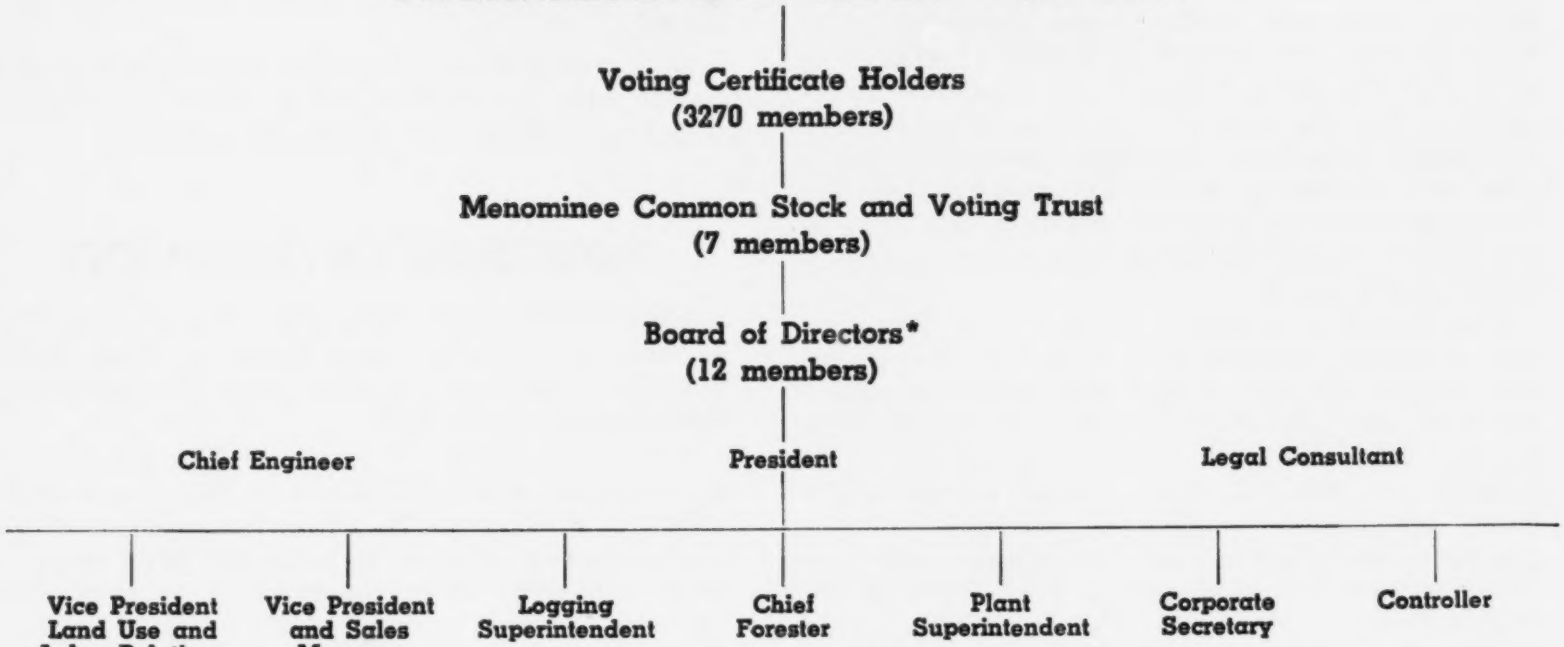
[6] On January 8, 1969, the membership on the Board was increased from nine to twelve members. Prior to 1965 the ratio was four tribal to five non-tribal members.

HISTORY OF VOTING FOR TRUSTEES AT ANNUAL MEETINGS OF MENOMINEE ENTERPRISES, INC., CERTIFICATE HOLDERS

	1961	1962	1963	1964	1965	1966	1967	1968
F.W.T.C. Vote	136,000	123,238	112,634	106,050	98,187	90,038	79,162	69,776
Menominee Vote	34,000	10,277	26,178	12,680	12,068	7,001	18,349	16,649
Total Vote	170,000	133,515	138,812	118,730	110,255	97,039	97,511	86,425
Eligible Menominee Vote	191,000	203,762	214,366	220,950	228,813	236,962	247,838	257,224
Total Eligible Vote	327,000	327,000	327,000	327,000	327,000	327,000	327,000	327,000
% F.W.T.C. Vote to Total Eligible Vote	41.6%	37.7%	34.4%	32.4%	30.0%	27.5%	24.2%	21.3%
% Menominee Vote to Total Eligible Vote	10.4%	3.1%	8.0%	3.9%	3.7%	2.1%	5.6%	5.1%
% Menominee Vote to Eligible Menominee Vote	17.8%	5.0%	12.2%	5.7%	5.3%	3.0%	7.4%	6.5%
% F.W.T.C. Vote to Total Vote	80.0%	92.3%	81.1%	89.3%	89.0%	92.8%	81.2%	80.7%

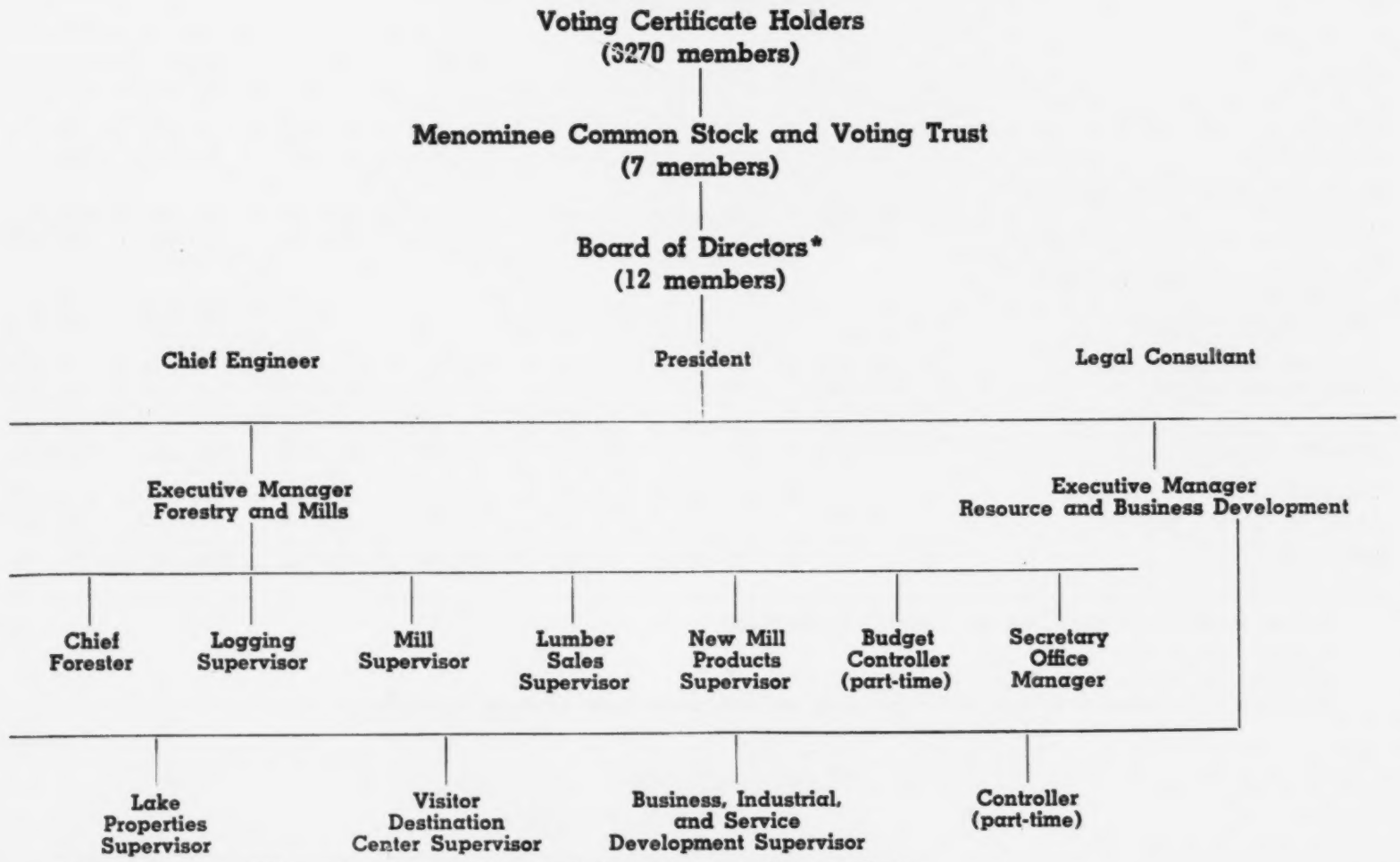
Source: Letter to Senator Reuben LaFave from First Wisconsin Trust Company, August 20, 1969.

MENOMINEE ENTERPRISES, INC.
ORGANIZATIONAL CHART—1961–1969



* As of January, 1969 membership was increased from nine to twelve members.

PROPOSED ORGANIZATION
1969



* As of January, 1969 membership was increased from nine to twelve members.

The President of MEI acts as executive manager of the Forestry–Mill Division. The manager has direct supervision over the supervisors of the logging, mill, and lumber sales operations, the chief forester, the budget controller of this division, and the office manager. As executive manager, he has the authority to hire, train, assign, and release personnel. His duties also include planning and analyzing production and cost projections; establishing potential markets and income projections; upgrading manpower, capital improvements and finances.

The executive manager of the New Resource and Business Development Division has direct supervision over the budget controller and supervisors of lake properties, Visitors Destination Center, and the business, industrial and service development subdivisions. The executive manager's duties include the analysis of the physical and economic feasibility of new enterprises and possible services. Also included in these duties is the responsibility to make the necessary contacts with the county residents, agency officials, and corporations. Although responsible to the president, the manager has a high degree of autonomy with the authority to hire, train, assign, and release personnel.

Both managers are expected to maintain a close liaison with one another and to utilize all informational and educational assistance available.

INDUSTRIAL DEVELOPMENT

Until recent years, Menominee Enterprises, Inc. has been a lumber oriented industry. Thus MEI's financial statements chiefly reflect the operating performance of the mill.

As of 1968, MEI had assets totaling $18,597,299 as compared to $17,577,161.44 in 1961. Since 1961, MEI has shown a profit before the payment of the bond interest. Not until 1965 did MEI show a profit ($65,618) after this payment. In 1968 after the bond interest payment, MEI reported a profit of $229,992.

MENOMINEE ENTERPRISES, INC. STATEMENT OF OPERATIONS—1962–1968

Years Ending September 30*

	1962	1963	1964	1965	1966	1967	1968
Net sales of lumber and forest products	$2,393,136	$2,927,834	$3,184,810	$3,738,074	$4,078,804	$3,577,271	$3,242,076
Cost of sales	1,788,240	2,316,765	2,450,134	2,792,635	3,118,699	3,019,287	2,666,242
Gross profit from lumber and forest products[1]	$ 604,896	$ 611,069	$ 734,676	$ 945,439	$ 960,135	$ 557,984	$ 575,834
Administrative and selling expenses	194,928	214,188	181,755	217,092	215,605	253,325	264,502
Net profit from lumber and forest products[2]						$ 304,659	$ 311,332
Net profit from land use						175,034	509,692
Net profit from operations	$ 409,968	$ 396,881	$ 552,921	$ 728,347	$ 744,530	$ 479,693	$ 821,024
Other income less ded.	170,949	176,669	139,095	108,942	128,425	67,852	83,444
Net profit before property taxes	$ 580,967	$ 573,550	$ 692,016	$ 837,289	$ 872,955	$ 547,545	$ 904,468
Property taxes	305,408	232,821	332,411	392,767	417,223	330,014	300,102
Net profit before bond interest	$ 275,559	$ 305,560	$ 359,605	$ 444,522	$ 455,732	$ 217,531	$ 604,366
Provision for bond interest	388,801	340,729	381,450	378,904	377,388	376,881	374,444
Net Profits	$—113,242	$— 44,831	$— 21,845	$+ 65,618	$+ 78,344	$—159,350	$+229,922

Source: Menominee Enterprises Inc. Annual Reports 1968.

*Fiscal Year for MEI is Oct. 1–Sept. 30.
[1]Price to 1967, this was listed as "Gross Operating Profit."
[2]In 1967, MEI started to list net profits from land use and lumber forest products separately.

STATEMENT OF FINANCIAL CONDITIONS—1965-1968*

	1965	1966	1967	1968
ASSETS				
CURRENT ASSETS:				
Cash	$ 557,363	$ 704,839	$ 756,597	$ 752,171
Accounts receivable	342,247	404,156	325,884	292,646
Inventories	811,785	693,486	607,163	746,801
Prepaid expenses	162,548	182,382	246,988	201,318
Total Current Assets	$ 1,873,943	$ 1,984,863	$ 1,936,637	$ 1,997,936
INVESTMENT[1]				$ 200,000
FIXED ASSETS:				
Plants and equipment	$ 3,012,567	$ 2,962,700	$ 2,993,808	$ 3,094,460
Less reserve for depreciation	1,304,944	1,369,202	1,434,493	1,549,332
Net depreciable value			1,559,315	1,554,128
Construction in progress	91,789	83,238	78,882	58,287
Standing timber and plantings	35,519,372	35,521,356	35,523,244	35,524,507
Less reserve—sustained yield	21,292,286	21,292,286	21,292,286	21,292,286
Net: value			14,230,958	14,232,221
Forest land	159,208	137,889	135,638	108,472
Non-forest land	115,409	115,421	109,783	102,217
Total Fixed Assets	$16,301,115	$16,159,116	$16,114,576	$16,055,325
OTHER ASSETS:				
Lake and river lease contracts receivable	$ 344,574	$ 496,908	$ 582,771	$ 319,490
Other	80,353	71,940	25,571	24,548
Total Other Assets	$ 424,927	$ 568,848	$ 608,342	$ 344,038
TOTAL ASSETS	$18,599,985	$18,712,827	$18,659,555	$18,597,299

[1]Investment consisted of 1,330 acres of land valued at $200,000 towards "Lakes at the Menominees" project.
*MEI fiscal year October 1–September 30.

STATEMENT OF FINANCIAL CONDITIONS—1965-1968*

	1965	1966	1967	1968
LIABILITIES AND STOCKHOLDERS' EQUITY				
CURRENT LIABILITIES:				
Current installments on equipment obligations	$ 76,064	$ 52,653	$ 32,882	$
Trade accounts payable	34,730	54,156	73,659	82,411
Accrued income bond interest	378,904	377,613	376,881	374,448
Accrued payroll and payroll taxes	62,523	53,298	23,925	28,685
Other current liabilities	19,591	20,414	23,842	29,702
Total Current Liabilities	$ 571,812	$ 558,134	$ 531,189	$ 515,242
LONG TERM LIABILITIES:				
4% income bonds due December 1, 2000	$ 9,472,611	$ 9,440,326	$ 9,442,017	$ 9,361,092
Equipment obligation	88,561	33,614		
Total Long Term Liabilities	$ 9,561,172	$ 9,473,940	$ 9,442,017	$ 9,361,092
TOTAL LIABILITIES	$10,132,984	$10,032,074	$ 9,973,206	$ 9,876,334
DEFERRED INCOME—LAKE & RIVER LOTS	$ 300,226	$ 435,634	$ 627,542	$ 412,236
STOCKHOLDERS' EQUITY:				
Common stock—327,000 shares, $1.00 par value	$ 327,000	$ 327,000	$ 327,000	$ 327,000
Additional stated capital	6,910,000	6,910,000	6,910,000	6,910,000
Capital surplus	864,157	864,157	841,807	841,807
Earnings retained	65,618	143,962		229,922
Total Stockholders' Equity	$ 8,166,775	$ 8,245,119	$ 8,078,807	$ 8,308,729
TOTAL LIABILITIES & STOCKHOLDERS' EQUITY	$18,599,985	$18,712,827	$18,659,555	$18,597,299

*MEI fiscal year October 1–September 30.

ESTIMATED PROFIT AND LOSS STATEMENT MENOMINEE ENTERPRISES, INC. AS OF SEPTEMBER 30, 1969

(Pre-Audit, 12 Mos. End.)

Net Sales	$3,722,000
Cost of Sales	3,009,000
Gross Profit	$ 613,000
Administrative and Selling	207,000
Net from Forest and Lumber Products	$ 406,000
Land Use Income	$ 622,000
Other Income Less Ded. and Other Expense	166,000
Net Profit before Property Taxes	$1,194,000
Property Taxes	308,000
Net Profit before Bond Interest	$ 886,000
Bond Interest	370,000
Net Profit	$ 516,000

Source: Letter to MISC from Theodore S. Boyd, October 13, 1969.

Forest Operations

Under the termination act, it was required that the Menominee Forest be managed under a sustained-yield system. Section 70.335,[1] Wis. Stats. provides for such a sustained-yield management plan. Originally 221,696 of the 233,902 acres in Menominee County were enrolled under this system. Since then, approximately 1,305 acres have been withdrawn for other land use. It is anticipated that eventually a total of 5,000 acres will be withdrawn for the "Lakes of the Menominees" project.

Due to the findings in the 1964 Continuous Forest Inventory Study, MEI in 1966 reduced its sustained yield cut from the forest. Approximately five to seven million board feet are being purchased from other mills so that MEI can fill customer orders.

The inventory study was also the basis for a 15 year Forest Management Plan, 1968–1982, which has been approved by the Department of Natural Resources (formerly the Conservation Commission). Under this plan 22,000,000 rather than 30,000,000 board feet will be harvested annually. This is an approximate 25 percent reduction. It is expected that MEI sales will drop proportionately.

There have been questions of whether or not the present management plan accurately assesses allowable cut. It has been proposed that another study be conducted in order to resolve these questions.[2]

In order to facilitate industrial development, Ernst and Ernst proposed that the mill could be equipped for the production and sale of veneer, dimension or furniture stock, coreboard, and charcoal.[3] Feasibility tests on these products have not been conducted.

Other Industrial Development

In 1966, an electronic sub-assembly plant employing ten people was established in Menominee County. Other industrial development has been virtually non-existent. (A reprint from Northern Wisconsin Development Center Annual Report 1967–1968, relating to other possible industrial development, is attached to this report, Appendix B.)

RECREATIONAL DEVELOPMENT

In 1967, Ernst and Ernst, under the auspices of the Economic Development Administration, completed a technical assistance study of Menominee County.[1] In order for the county to attain eco-

[1] Under §70.335, Wis. Stats., forest lands are taxed at 40 percent of assessed value.

[2] At the July 14, 1969 MISC meeting the committee requested that a co-operative report on this matter be prepared by the Department of Natural Resources and Professor Duncan Harkin, Agricultural Economics, University of Wisconsin.

[3] Ernst and Ernst, *Technical Assistance Study of the Potential for Tourism and Industrial Development in Menominee County, Wisconsin*, C-164-66 (Neg), Economic Development Administration, U.S. Department of Commerce, March, 1967.

[1] Ernst and Ernst, *Technical Assistance Study of the Potential for Tourism and Industrial Development in Menominee County, Wisconsin*, C-164-66 (Neg), Economic Development Administration, U.S. Department of Commerce, March, 1967.

LOG AND MILL PRODUCTION COMPARISONS

Comparative Footages Produced and Shipped

	1968	1967	1966	1965	1964
Log Production	13,906,730	18,560,140	24,975,930	30,574,340	28,884,940
Sawmill Production	17,391,039	14,904,303	24,374,909	29,019,511	25,765,197
Purchased Lumber	4,859,923	5,636,197	3,095,623	367,740	468,484
Lumber Shipped	20,523,836′	23,848,906′	29,796,846′	29,070,014′	26,852,227′
Pulp Cords Shipped	40,029	51,606	38,210	25,290	17,974
Veneer Logs Shipped	58,780′	137,570′	1,428,370′	984,028′	81,340′
Lumber Inventory	6,357,715′	4,675,177′	8,088,204′	10,817,596′	10,586,918′

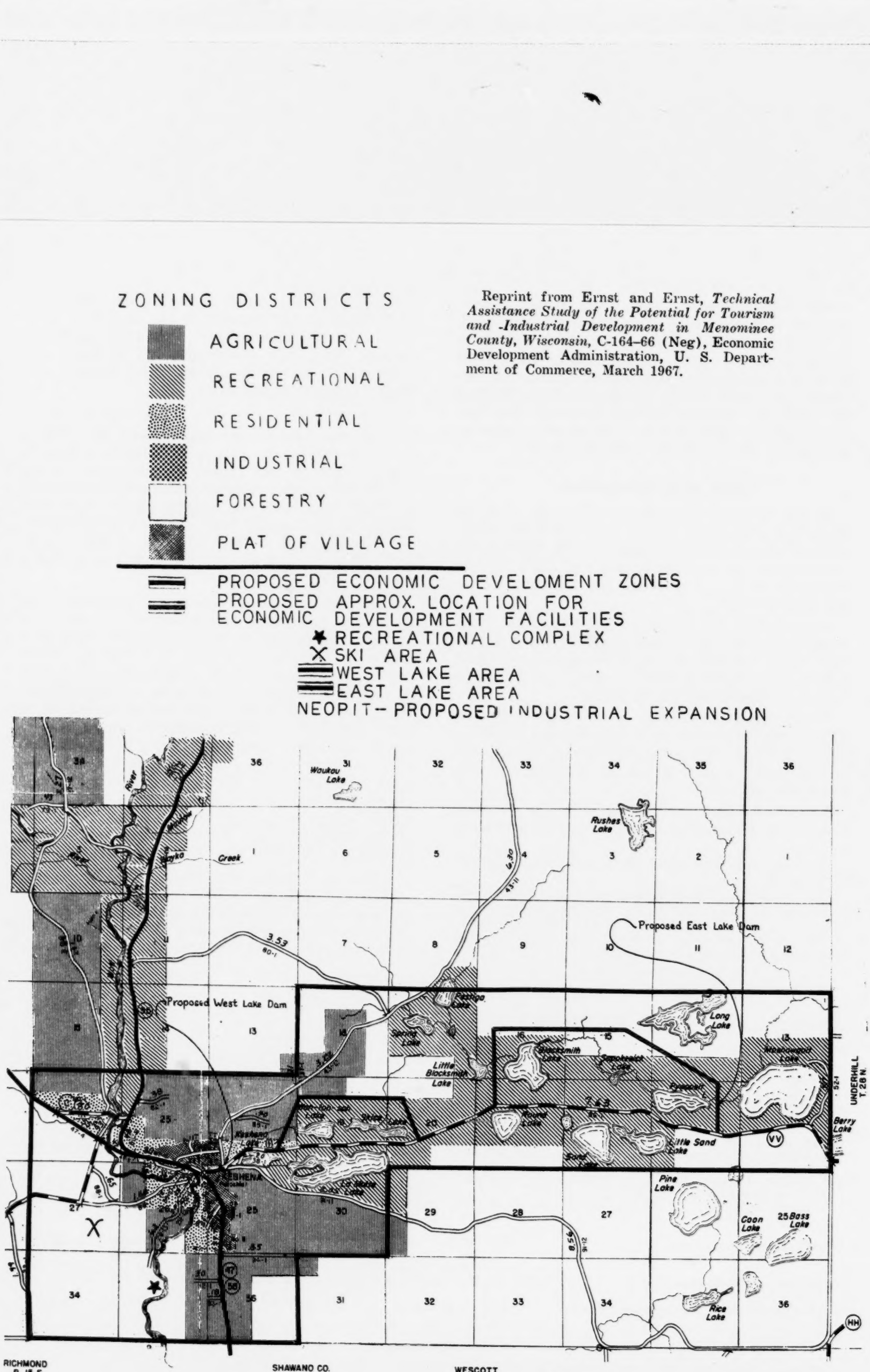
Reprint from Ernst and Ernst, *Technical Assistance Study of the Potential for Tourism and -Industrial Development in Menominee County, Wisconsin*, C-164–66 (Neg), Economic Development Administration, U. S. Department of Commerce, March 1967.

ZONING DISTRICTS

- AGRICULTURAL
- RECREATIONAL
- RESIDENTIAL
- INDUSTRIAL
- FORESTRY
- PLAT OF VILLAGE

- PROPOSED ECONOMIC DEVELOMENT ZONES
- PROPOSED APPROX. LOCATION FOR ECONOMIC DEVELOPMENT FACILITIES
  - RECREATIONAL COMPLEX
  - SKI AREA
  - WEST LAKE AREA
  - EAST LAKE AREA

NEOPIT—PROPOSED INDUSTRIAL EXPANSION



nomic self-sufficiency, Ernst and Ernst recommended that recreational resources be developed. It was proposed that recreational development be restricted to an area approximately 23 square miles or 6.2 percent of the total land area. On September 23, 1967 MEI's voting certificate holders endorsed the proposed Eastern Economic Development Zone but limited it to 8,760 acres or approximately 3.7 percent of the total land area.[2]

Lakes of the Menominees

It was proposed that the development area include two large lakes (West Lake and East Lake) created from a series of smaller ones. This would create space for summer homes and allow for the expansion of the Forestedge Recreational Homesite Program.[3]

As proposed by Ernst and Ernst, West Lake would be created by a dam west on Wah-Toh-Sah Lake and incorporate Wah-Toh-Sah and Skice Lakes. The resulting lake (Legend Lake) would have a circumference of 7.2 miles.

The proposed East Lake, 7.6 miles in circumference, would be created by a dam between Moshawquit and Pywaosit Lakes. Blacksmith, Sapokesick, and Pywaosit Lakes would be incorporated into this proposed lake.

In order to implement the plans for the East and West Lake developments, MEI entered into a partnership called the "Lakes of the Menominees" with N. E. Isaacson and Associates, Inc. on July 9, 1968. "Lakes of the Menominees" has since requested permits from the Department of Natural Resources for construction of the East (Spirit) and West (Legend) Lakes dams.

On January 7 and 8, 1969, a Natural Resources hearing was held on the applications for permits to (1) construct, operate and maintain a dam in Linzy Creek at the outlet of Blacksmith Lake (3-WR-319); (2) construct a channel between the proposed East Lake and Legend (West) Lake and to connect Spring and Legend Lakes (3-WR-419); and (3) to divert water from Linzy Creek to Legend Lake to maintain the level of Legend Lake (3-WR-418).

The Department of Natural Resources, on March 12, 1969, issued an interlocutory order authorizing applicants to complete construction on a temporary diversionary dam in order to divert water from Linzy Creek (3-WR-418). A permit for the dam in Linzy Creek at the outlet of Blacksmith Lake (3-WR-319) was issued on August 4, 1969. The July 7, 1969 hearing on the "Lakes of the Menominees" application for a permit to construct, operate, and maintain a dam in the Pywasosit Lake outlet of Linzy Creek was adjourned pending results of a hearing (3-WR-581) on an alleged violation by the Isaacson firm. The results of the hearing on the violation, which was held on September 10, 1969, have not been released.

Presently it is projected that by 1974 the "Lakes of the Menominees" will increase the residential tax base by $18,520,800. As projected, the project will constitute approximately 47 percent of the estimated residential tax base and approximately

[2] Presently less than 8,270 acres have been slated for development.

[3] In 1963 MEI initiated its land development program—Forestedge. By July, 1966 80 lots had been leased around Bass Lake, several small lakes in the southeast section of the county, and along the Wolf River. Early in 1966, all platting of lots was suspended.

TOWN OF MENOMINEE PROJECTION OF TAX BASE

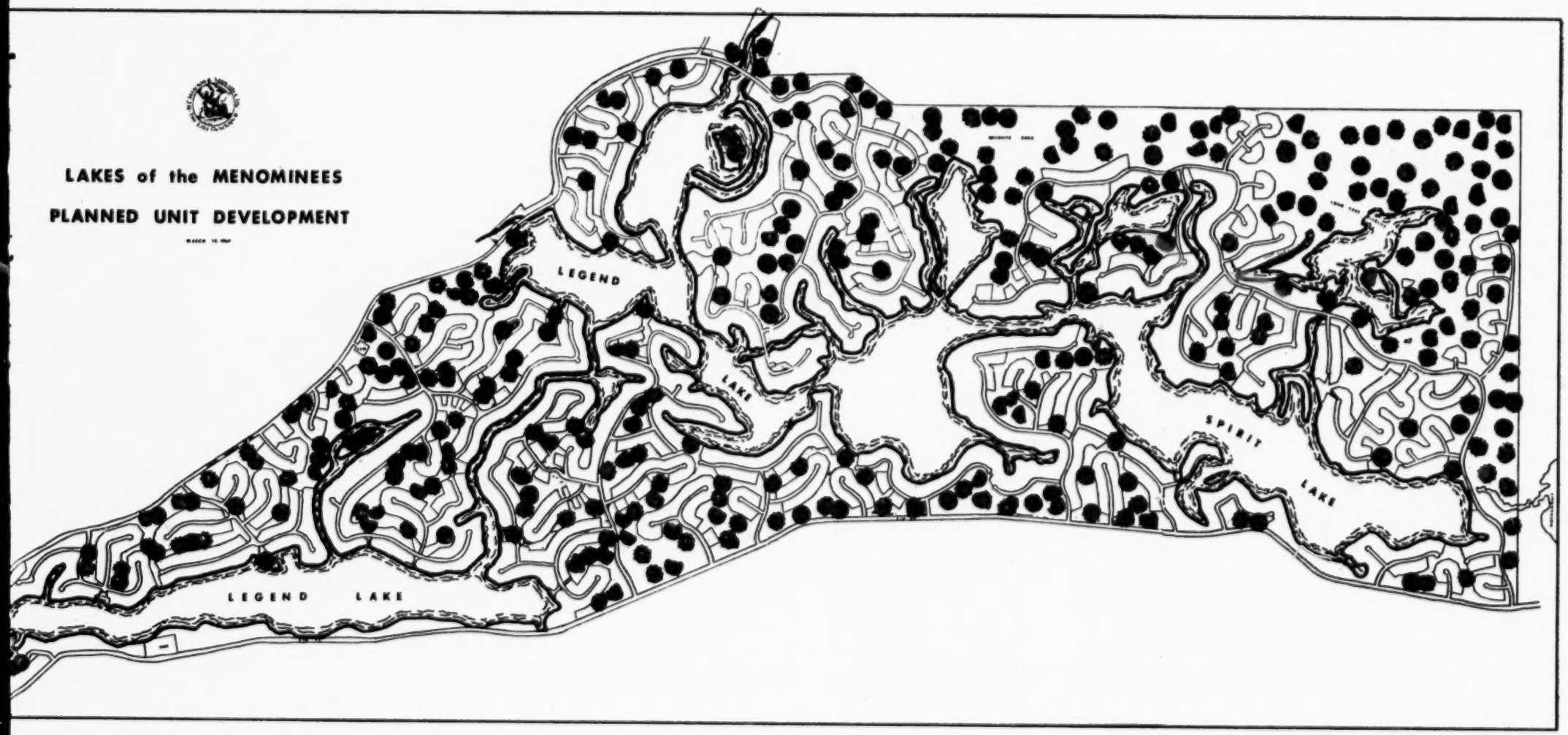
	As of May 1,					
	1969	1970	1971	1972	1973	1974
Equalized value and local assessment as of May 1, 1968 (rounded)	$19,403,800	$19,403,800	$19,403,800	$19,403,800	$19,403,800	$19,403,800
Growth in tax base—residential base						
1. Lakes of the Menominees Development	1,187,500	4,224,550	8,888,300	13,738,300	16,808,300	19,708,300
2. Lake Moshawquit	102,500	267,000	298,500	298,500	301,000	301,000
3. LaMotte Lake	16,500	45,500	90,500	90,500	92,000	92,000
4. Upper Bass Lake		15,000	15,000	15,000	15,000	15,000
5. Round Lake	50,000	131,000	160,000	160,000	160,000	160,000
6. Neopit—Keshena	40,000	83,000	129,000	178,600	231,000	289,000
Growth in Mercantile Base	77,500	160,000	1,440,000	1,440,000	3,440,000	3,440,000
(1) Growth in Manufacturing Base	25,000	25,000	25,000	25,000	25,000	25,000
Estimated assessment base May 1	$20,902,800	$24,354,850	$30,450,100	$35,349,700	$40,476,900	$43,434,100
Percent growth in tax base over prior year	7.73	16.52	25.03	16.09	14.50	7.31

(1) Status of other manufacturing developments under consideration not known as of this date—11/1/68.

Source: Department of Revenue, Progress Report, Town and County of Menominee 1961–1974.

LAKES of the MENOMINEES

PLANNED UNIT DEVELOPMENT



45 percent of the estimated assessment base, which includes mercantile base.

Since this project is geared towards seasonal inhabitants, it is expected that while increasing the assessment base it will not incur the cost for such county services as welfare and schools.

An estimated 2,600 (1,200 on-shore and 1,400 off-shore) lake lots can be developed from the "Lakes of the Menominees" project.[4] Warranty deeds rather than leases have been issued to purchasers. From July 13, 1968 to October 5, 1969, the 698 sales totaled $3,749,910. Over one-half of these sales have not been finalized. It is projected that all the lots will be sold by 1974 and that total sales will reach $11,140,400. Projected net profit for the project is $5,086,130. As of October 5, 1969 the average sale prices were $7,060 for 392 on-shore lots; $3,055 for 284 off-shore lots; and $5,440 for waterway lots.[5]

Visitor Destination Center

In their report, Ernst and Ernst also recommended the construction of a year-round multi-recreational resort complex in the Eastern Economic Development Zone. It was proposed that this complex would provide the public with recreational opportunities including boating, fishing, camping, horseback riding, skiing, golfing, hiking, and snowmobile trails. Ground was broken for the proposed Visitor Destination Center[6] on August 30, 1969.

It is anticipated that the proposed center, in the Keshena vicinity, will include such resort oriented facilities as a 200 room hotel–motel with a bar and dining room, meeting and convention rooms, souvenir and gift shop, nature awareness and cultural centers, logging camp area, and museum. Besides these facilities a branch bank, beauty salon and barber shop, co-op store, and a professional building are also slated for inclusion.

It is anticipated that these establishments will create approximately 290 jobs of which only 20 percent would be seasonal. Approximately ten percent of the county's population could be employed.

Estimated costs for the total project range from $880,000 to $1,250,000. On June 14, 1968 the Economic Development Administration and the Upper Great Lakes Regional Commission approved grants of $1,023,000 for the project. As of July 9, 1969, $17,321 had been expended by MEI for the center.[7]

The Co-operative Store, the only profit making establishment which has been contracted, is 65 percent completed. A $223,000 loan for completion was secured from the Farmers Home Administration.

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[4] Letter to MISC from Ted Boyd, October 14, 1961.
[5] Ibid.

[6] Economic Development Administration Project No. 06–1–03653.
[7] Letter to Jerry Grignon from Hilary Waukau, July 9, 1969.

CHARACTERISTICS OF MENOMINEE COUNTY

NATURAL RESOURCES

Aside from forest management, the Department of Natural Resources assumes responsibility of fire control. Since 1965, 104 forest fires affecting a total of 274 acres have occurred.

The Department of Natural Resources also regulates fish and game conditions in the county. Due to the threat posed to the forest by the deer population, the Department authorized a special deer hunt period in 1967. Increased trapping has been encouraged in order to hold the beaver population in check. During 1967 and 1968, Wolf River was stocked with 45,044 brown trout and the Neopit Mill pond was stocked with 6,000 brook trout.

In 1968, the U. S. Supreme Court declared the Termination Act did not abrogate tribal hunting and fishing rights. Conservation enforcement has therefore been limited in the county. However, hunting and fishing rights are only extended to Menominees within the boundaries of the county.

HIGHWAYS

Since 1965, the state has expended $252,500 for highway improvements within Menominee County. Work consisted of brushing of roads, construction on County Trunk Highway "WW" and improvement of State Trunk Highway 55—Smokey Falls Road.

The Keshena bridge, which spans the Wolf River, was completed in the spring of 1968 at the estimated total cost of $130,000. The Laws of 1967, Ch. 330, provided a statutory appropriation in the amount of $78,000 for this purpose.

POPULATION

Menominee is the least populated of Wisconsin's counties. There are an estimated 2,836 residents as compared to 2,515 at the time of termination. The minority of the residents (1,044) are enrolled tribal members. Approximately 1,644 residents are either descendants of enrolled members or unenrolled members. The remaining 148 residents are classified as non-Indians.

Although the population has remained fairly constant, nine percent of the populace emigrated from 1960 to 1965. However, two of the neighboring counties, Shawano and Langlade, had higher rates of emigration.

Menominee's high migratory rate is offset by its high birth and low death rates. The birthrate, the highest in the state, is nearly double the state average. On the average there are two more children per family. In 1967 nearly one-fourth of the 107 births were classified as illegitimate. Between 1963 and 1967, the illegitimacy rate was approximately five times that of the state average.

The county's low death rate has been attributed to the scarcity of elderly people and the excess of youths. Computed on a population of 2,750, Menominee County's death-rate in 1967 was 7.6 compared to 9.4 for the state.

Due to the peculiar patterns of migration, birth, and death, Menominee has a limited working force and an excess of dependents. Fifty-seven percent of the residents are under the age of 20 and 6 percent are over the age of 65. Of the remaining residents which constitute the bulk of the working force, 13 percent are between the age of 21 and 34 and 24 percent are in the 35 to 64 age bracket.

INCOME

In 1965, Menominee County's estimated annual per capital income ($881.00) was the lowest in the state. The annual per capita income averaged $1,656 for surrounding counties and $2,404 for the state.

Data on earnings per household indicate that the majority of families (76.8%) have incomes below $3,000 per annum.[1] While this is a high percentage compared to the surrounding counties and the state, it is significantly lower than that recorded in previous years. In 1960 the U. S. Bureau of the Census reported that over 90 percent of the families had incomes of less than $1,000 per annum.

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[1] Sales Management Magazine: Survey of Buying Power, June 1968.

PERCENTAGE OF HOUSEHOLDS BY CASH INCOME GROUPS

	1964	1965	1966	1967
Menominee County				
0–2999	88.0%	88.0%	79.8%	76.8%
3000–4999	7.8%	7.8%	12.2%	11.8%
5000–7999	4.2%	4.2%	8.0%	8.6%
8000–9999	0	0	0	2.8%
10000 and over	0	0	0	0
Langlade County				
0–2999	33.0%	31.6%	31.0%	29.6%
3000–4999	22.2%	21.0%	22.5%	21.4%
5000–7999	26.4%	27.0%	28.5%	28.6%
8000–9999	8.6%	9.9%	7.2%	8.5%
10000 and over	9.8%	10.5%	10.8%	11.9%
Oconto County				
0–2999	35.9%	34.3%	30.8%	27.6%
3000–4999	22.2%	21.1%	21.3%	20.0%
5000–7999	27.3%	27.8%	30.0%	29.3%
8000–9999	6.7%	8.3%	8.4%	11.2%
10000 and over	7.9%	8.6%	9.5%	11.9%
Shawano County				
0–2999	34.9%	33.2%	29.0%	26.1%
3000–4999	24.8%	23.5%	24.8%	21.9%
5000–7999	26.0%	27.1%	30.0%	31.1%
8000–9999	7.3%	8.6%	7.3%	9.7%
10000 and over	7.0%	7.6%	8.9%	11.2%
State				
0–2999	18.9%	18.0%	19.4%	18.0%
3000–4999	15.5%	14.4%	14.5%	13.1%
5000–7999	33.8%	33.3%	31.6%	29.0%
8000–9999	15.1%	16.3%	14.5%	16.3%
10000 and over	16.7%	18.0%	20.0%	23.0%

Source: Sales Management: Survey of Buying Power, 1964–1967.

However, county wages approximate those in the surrounding counties for comparable employment. The majority of jobs (70%) in Menominee are in the manufacturing field—lumber and lumber related products. In the last quarter of 1968 wages for manufacturing employees covered by unemployment compensation averaged as follows: $113.83 in Menominee; $116.53 in Oconto; $109.74 in Shawano; and $104.19 in Langlade.

EMPLOYMENT

Menominee County lacks diversified industry. Employment opportunities for women are virtually nil and for men they are extremely limited. Of the available jobs in the county, 70 percent are in lumber or lumber related occupations. Presently MEI, the county's major industry, provides employment for 182 people. The remainder of the work force is employed either by the town and county governments, in the Community Action Program, or in service occupations.

Due to the lack of job opportunities, Menominee County suffers from the highest unemployment rate in the state. In 1968, on the average, 24.4 percent of the work force was unemployed. Unemployment ranged from 28 percent in May, to 21.2 percent in September.

In order to alleviate the unemployment situation efforts have been made to train and place residents in employment in the surrounding areas.

In their 1966 study of Menominee County, Wisconsin State Employment Service (W.S.E.S.) reported that the majority (65%) of job applicants were willing to commute daily.[1] A majority (58%) were willing to travel ten miles one-way for work. However, W.S.E.S. noted that while there was a willingness to commute, many county residents were hindered by lack of dependable transportation. This was cited as a cause for absenteeism and in some cases, dismissal.

TRAINING PROGRAMS

Several training programs have been instituted including 3 phases of the Manpower Development and Training Act (MDTA). Since 1967, under the institutional training phase, 108 out of 135 county residents completed training programs in the areas of welding, auto mechanics, auto body repairing, metal production, machine operation, general office work, stenography, bookkeeping, and miscellaneous aide work. Of those who completed training, 90 found employment. Of those who did not complete training, 17 found other employment.

Currently in the regular vocational school program approximately 20 residents are being trained in the areas of auto mechanics, office machines work, cosmetology, small appliance repair work, and data processing. This provides for allowances and subsistence payments for trainees.

The on-the-job-training phase of MDTA has been utilized in the up-grading of MEI employees. Fifty-nine residents have been referred to training programs at the mill. Ten other residents have received training as assemblers and coil winders at Robert's Electronics.

In addition to these 3 programs there are proposals pending to train an additional 60 residents in the fields of welding, machine operation, and general office work. There are also proposals pending to establish on-the-job training for employment opportunities in conjunction with the planned Visitors Destination Center.

Also in conjunction with MDTA, the Manpower Advisory Committee has been established in order to facilitate better cooperation between the employment service and various agencies and industry.

The Inter-Agency Committee on Youth and Neighborhood Youth Corps provide counseling service to the youth of the community.

[1] Occupation Potential Report for Menominee County, Wisconsin State Employment Service, 1966.

Other training programs have been or are being phased out. In 1967, eight Menominee residents received training from the Division of Vocational Rehabilitation. Two residents completed training and secured employment.

Of the 124 participants in the Rural Area Development (RAD) Training Program, all 124 completed training and 78 obtained employment.

Project COMPETE, Title V, E.O.A., is being phased out. This program mainly concentrated on basic education and job readiness. Only a small percentage of the program was dedicated to actual vocational training.

WELFARE

Excessive number of children, high illegitimacy rate, and lack of employment opportunities have been cited as the three major factors contributing to the county's welfare problems. Approximately 46 percent of the residents receive some type of public assistance. Eighty percent of those receiving assistance are children. Medical assistance accounts for 55 percent of the caseload.

Approximately 80 percent of the adults on ADC are women, a high percentage of which are receiving aid for illegitimate children. In September of 1968, 409 children and 103 adults received ADC payments. Payments for children in their own or relatives' homes were received by 332 children and 95 adults. Under the classification for unemployed parents (ADC-U), 27 children and eight adults received benefits. Aid was also granted to 47 children in foster homes (ADC-F). Of the 725 recipients of medical assistance, 645 were children.

In September 1968, aside from ADC payments received by adults, three Menominee County residents received aid to the blind, 30 received disability assistance, 40 received old age assistance, and 80 received medical assistance.

The high administrative costs in the county have been attributed to the high percentage of child cases. According to the Division of Social Services, "service cases", which usually involve children, require more casework. Adult cases, consisting basically of money payments, are considered "desk" loads. Out of 329 cases in the county, 90.5 percent are classified as "service". Federal and state requirements limit casework to a maximum of 60 service cases. In Menominee County, average number of service and desk cases per worker is 47.

The welfare department also provides services other than payments. A homemaker service program has been utilized to improve homemaking and child care practices.

From 1965 to June 1968, 70 children have been committed to the department for custody or guardianship. Presently 24 have been adopted, 27 have been placed in an adoptive home, 16 are in boarding homes, and three are in relatives' homes.

Welfare costs for fiscal year 1968 were shared by the federal, state, and county and town governments. The state under Ch. 590, Laws of 1965, provides for reimbursement to counties for the non-federal share of social security aids, medical assistance, and county administration. The counties with high ratios of welfare costs to equalized value are eligible for an 80 percent reimbursement on behalf of the state.

It is estimated for the fiscal year, June 1968, the state will pay 40.55 percent and the federal government will pay 41.55 percent of the total costs. Town and county costs, amounting to 17.9 percent have been financed through the Nelson–Laird Act (P.L. 89–653).

A welfare program, established under Ch. 2, Laws of 1963, provided aid for needy owners of MEI securities. Owners either pledged or assigned their securities as collateral. The program

MENOMINEE COUNTY WELFARE COSTS

	Net County Costs (Calendar Years)			
	1965*	1966*	1967	1968*
Blind Aid	$ 83.55	$ 1,167.09	$ 278.61	$ 245.00
Aid to Disabled	7,513.45	4,909.53	705.09	1,900.00
Old Age Assistance	3,310.46	4,720.82	1,651.19	1,800.00
AFDC	20,849.54	30,837.77	36,352.98	35,000.00
Medical Assistance		3,865.01	17,245.91	26,500.00
State Dependents				250.00
County Administration	17,968.00	16,724.12	14,520.81	14,500.00
Totals	$49,725.30	$62,224.34†	$70,754.51	$80,195.00

*Estimated. First six months actual.

†In 1966 the state granted additional aid in the amount of $33,705 under statutory authority for special state aids to indigent counties (s. 49.39). This was discontinued in 1967 with the availability of federal funds under the Nelson–Laird bill.

Source: Hinickle, Fred, Department of Health and Social Services Report to the Menominee Indian Study Committee, August, 1968.

BONDING PROGRAM

Fiscal Year	Total	Loans	General Relief
1963–64	$505,256	$328,930	$176,326
1964–65	448,117	163,249	284,868
1965–66	7,980		7,980
1966–67	3,532		3,532
1967–68	9,633		9,633
Estimates			
1968–69	10,000		10,000
1969–70	10,000		10,000
1970–71	5,482		5,482

Source: Hinickle, Fred, Department of Health and Social Services Report to the Menominee Indian Study Committee, August, 1968.

was funded by a one-million dollar non-lapsing appropriation.

As of June 15, 1965, granting of loans and general relief was discontinued. The remaining program funds are being used for settlements. Presently bonds owned by the state amount to $1,030,-931, and those assigned amount to $218,290.

EDUCATION

Elementary

For operational purposes, Menominee County is part of Joint School District No. 8. The majority of the 994 elementary school children attend the four schools in the county. The public school programs at Neopit and Keshena include kindergarten through sixth grades. In addition, both public schools have pre-school programs. Public education after sixth grade is continued at various schools within the school district. Keshena and Neopit each have parochial school grades one through eight. From ninth to twelfth grades, students attend either Gresham or Shawano High Schools.

New facilities have been added to the schools in Joint School District No. 8. Since termination, a classroom has been added, the library and office remodeled, and the playground enlarged at the Neopit school. The school at Keshena, which is new, has nine classrooms, a gymnasium, library, and kitchen. Shawano High School, Franklin, and Gresham Schools have also obtained additional facilities.

The two public schools in the county are now directed by a full-time administrator. All staff members are certified. In addition, special teachers for physical education, art, and music have been employed.

Funds available under Titles I, II, III of the Elementary and Secondary Education Act of 1965 have been concentrated on the educational programs in Menominee County.

Title I funds have been utilized for school programs for four year olds. The program is staffed by two full-time certified teachers and four aides. Approximately 25 children have participated in the program since it was initiated in 1966.

Since 1966 a summer school program for preschool children has been held. The programs at Gresham and Shawano Junior High have emphasized fundamental skills and social adjustments.

A special materials biology program is held at Shawano High School. The majority of students enrolled are Menominees who have been unable to cope with the regular course. Since its innovation three years ago, the program has successfully aided students in becoming active class participants. Due to the popularity of the course, the school has initiated a similar physical science course, which is not funded by Title I.

Title I funds have also been used to establish libraries at Keshena and Neopit. Each library has a full-time certified librarian and an aide.

A full-time registered nurse, a visiting teacher–social worker, and a remedial reading consultant have been employed under Title I. Besides consulting with classroom teachers, these workers serve as liaison between the school and the parents.

Title II funds have been used to purchase library books, films strips, and overlays. Since 1966, $29,-247.81 of Title II funds and $33,097.58 of district funds have been expended for these purposes. Special allocations in the 1966–67 biennium were expended at Keshena and Neopit.

1968–69 ENROLLMENT

School	Grades	No. of Children	No. of Indian Children	% of Indian Children
Neopit Public	K–5	171	167	97.7%
Neopit Public	Pre-school	30	30	100%
Keshena Public	K–5	200	184	92.0%
Keshena Public	Pre-school	36	34	94.4%
Gresham	7–12	224	68	30.4%
Gresham	K–6	267	61	22.8%
Franklin	6–8	572	116	20.3%
Lincoln	K–5	423	50	11.8%
Olga Brener	K–5	536	2	.03%
Shawano High School	9–12	1,085	173	15.9%
Total Public		3,544	885	25%
(Private)				
St. Joseph, Keshena	1–8	140	140	100%
St. Anthony, Neopit	1–8	142	142	100%
Total Private		282	282	100%
Total Combined		3,826	1,167	30.5%

Source: Kingston, Alan, "Summary Report of Progress Made in Menominee County Public Schools Since 1961." February, 1967.

EXPENDITURE OF TITLE II FUNDS

School	Total Library Books	Purchased Title II	Film Strips	Purchased Title II	Over-Lays	Purchased Title II
High School	9,695	1,312	597	—0—	—0—	—0—
Lincoln	7,250	883	817	—0—	—0—	—0—
Keshena	7,545	1,000	485	57	433	125
Neopit	4,000	600	275	47	25	—0—
Franklin	6,278	956	34	—0—	—0—	—0—
Olga Brener	4,401	1,879	—0—	—0—	—0—	—0—
Gresham (K–12)	3,400	670	467	—0—	1	—0—
Totals	42,569	7,300	2,675	104	459	125

Source: Kingston, Alan, "Summary Report of Progress Made in Menominee County Public Schools Since 1961." February, 1969.

In order to improve the basic concepts and skills in communication, arts, and mathematics for primary grade students, the school district applied for Title III funds. The resulting program provided computer assistance so that students could learn on a self-paced basis. The program is primarily utilized in grades one through three in the Neopit and Keshena Schools.

Adult Education

Other than the vocational training programs previously mentioned, various adult education programs are conducted in Menominee County. Since 1964 these classes have included courses in beginning typing, public speaking, weaving, and upholstery. Approximately 100 Menominee adults have attended these classes.

Higher Education

As with other Wisconsin Indians, Menominees are eligible for Indian college scholarships (Ch. 545, Laws of 1963). To be eligible, an Indian (¼ or more Indian blood) must be a Wisconsin resident, have the capacity for college work, and be in the upper two-thirds of his high school class.

As of March 1969, 34 Menominee Indians had received such scholarships. Six of the students were in their fourth year of college. Twelve had completed between two and three years of college. The other students had completed one year or less of college.

Title I funds—Elementary and Secondary Education Act of 1965—have been utilized in the Upward Bound Program. This program provides pre-college experience for potential college students.

HEALTH

The Division of Health reported that since termination the general health of county residents has improved and it appears the general health status is approaching the state level.[1] The death rates in Menominee County attributable to heart disease, stroke, cancer, influenza, pneumonia, and diseases of early infancy are higher than that of the state. Alcohol is considered a contributing factor to some of the mortality causes. The incidence of diabetes in the county is 6 times that of the state.

Tuberculosis, which was the major health problem in the county at termination, has been arrested. In 1967–68 there were no new cases or deaths reported. Subsequently the costs of tuberculin care have been reduced.

[1] Van Duser, Dr. Arthur, MISC Minutes, November 15, 1968.

MENOMINEE COUNTY TUBERCULOSIS COSTS

	Cost to County	State Share Reimbursed to County by State	Net Cost to County	Total Cost to State
1964–65	$ 65,202.14	$ 56,444.75	$ 8,757.39	$ 71,108.75
1965–66	51,595.36	42,565.16	9,030.20	52,915.16
1966–67	32,547.37	23,663.26	8,884.11	27,466.75
1967–68	20,577.26	10,666.98	9,910.28	12,227.42
Totals	$169,922.13	$133,340.15	$36,581.98	$163,718.08

Source: Van Duser, Dr. Arthur, A Health Report—Menominee County, November, 1968.

Several health programs administered by the Division of Health, have been instrumental in improving the health conditions in the county. Immunizations against diphtheria, whooping cough, small pox, poliomyelitis, measles, and tetanus are provided for pre-school children. Provisions are also made for booster shots. It is planned to expand the tetanus protection to all residents. Extensive x-ray and skin testing for tuberculosis have been conducted in recent years.

Several information and consultation programs have also been instituted. Information and consultation is provided for persons affected with diabetes, heart disease, and hypertension. In order to improve infant health, mother classes and baby clinics are being held.

To further supplement health programs, nursing "aides" have been employed. They provide needed assistance in the schools and in tuberculin testing.

Mental health services at Shawano have been contracted by the county through Nelson–Laird funds. In the first six months of 1968, 19 Menominees were receiving assistance for mental health and alcohol problems.

The availability of medical care in the county is limited. The county has two public health nurses and since the closing of the hospital, Menominee County has been without a resident physician. However, the Division of Health reports numerous Wisconsin communities are without local hospitals or medical care services. Dental service is available at Keshena on a part-time basis.

Medicade and the Medicare programs, special assistance, and group health insurance programs provide financial assistance for medical services. Approximately 80 percent of those under the age of 20 have been certified eligible for the Medicade program. Vision testing or glasses are not provided for in the program; however, Nelson–Laird funds are currently being used for this purpose. Aid to the elderly has been provided by the Medicare program. Medical assistance for the remainder of the residents is limited to personal insurance, welfare assistance, and/or group insurance.

The environmental sanitation of the community has been greatly improved. New water and sewage systems, funded through the Nelson–Laird Act, have been completed. Provisions have been made for garbage and rubbish collection.

A low-rent housing project has been completed in the county. Fifty homes have been built and are occupied. Rent, which is determined on ability to pay, ranges from $40 to $75 per month. Presently, 50 more homes are being planned.

FINANCIAL STATUS OF MENOMINEE COUNTY

As noted in previous sections, one of Menominee County's essential problems has been that of expanding the tax base. It is hoped that the recreational development programs will increase the county's present assessed valuation of $19,403,803 to $30,450,100 by 1972.[1] In 1969 Menominee County tax base increased by 7.73 percent as compared to average state increase of 6.6 percent.

In 1965, the tax rate in Menominee County was $31.46 per $1000 on a 100 percent valuation. It is expected that the present tax rate of $23.40 per $1000 can be maintained until 1971. Assistance provided for health, education, and welfare through the Nelson–Laird Act will make this possible.

Presently the county is financially assisted through U. S. Public Law 89–653, popularly known as the Nelson–Laird Act. Under the Nelson–Laird Act, funds totaling $1,850,000 have been appropriated for Menominee County. The act appropriates (1) $150,000 annually for four years for joint school district costs; (2) $100,000 annually for four years for health and sanitation services; (3) $100,000 annually for four years for public welfare benefits, and (4) $450,000 for the completion of Menominee County's sanitation facilities. These aids will be immediately phased out in the 1972 budget year (See Appendix D).

[1] $30,000,000 in assessed valuation is currently recommended by the State of Wisconsin Legislature.

PROJECTION OF THE EQUALIZED VALUE AND THE SCHOOL TAX LEVY OF JOINT SCHOOL DISTRICT #8 SHAWANO COUNTY AND THE APPORTIONMENT OF THAT LEVY

Assessment Date	1 T. Menominee (from Table 5)	2 Equalized Value Shawano County Districts (from Table 6)	3 Total	4 T. Menominee Percent of School Levy (Col. 1 ÷ Col. 3)	5 Projected School Levy (from Table 4.1)	6 Shawano County District Apportionment of School Levy (Col. 5 − Col. 7)
5/1/67	18,063,400	76,294,600	94,358,000	19.1435	1,601,255	1,294,720
5/1/68	19,403,800	82,863,200	102,267,000	18.9737	1,717,212	1,391,393
5/1/69	20,902,800	88,877,900	109,780,700	19.0405	1,852,432	1,499,720
5/1/70	24,354,850	95,346,500	119,701,350	20.3463	2,084,479	1,660,365
5/1/71	30,450,100	102,309,900	132,760,000	22.9362	2,304,463	1,775,907
5/1/72	35,349,700	109,799,200	145,148,900	24.3541	2,552,495	1,930,858
5/1/73	40,476,900	117,856,000	158,332,900	25.5644		
5/1/74	43,434,100	126,530,000	169,964,100	25.5549		

PROJECTION OF THE EQUALIZED VALUE AND THE SCHOOL TAX LEVY OF JOINT SCHOOL DISTRICT #8 SHAWANO COUNTY AND THE APPORTIONMENT OF THAT LEVY (continued)

Assessment Date	7 T. Menominee Apportionment of School Levy (Col. 5 × Col. 4)	8 T. Menominee School Levy After Federal Aid	9 T. Menominee Effective School Mill Rate (Col. 8 ÷ Col. 1)	10 Shawano County Dist. Effective School Mill Rate (Col. 6 ÷ Col. 2)	11 Town Date of Levy (December)
5/1/67	306,535	156,535	.008666	.016970	1968
5/1/68	325,819	175,819	.009061	.016791	1969
5/1/69	352,712	352,712	.016874	.016874	1970
5/1/70	424,114	424,114	.017414	.017414	1971
5/1/71	528,556	528,556	.017358	.017358	1972
5/1/72	621,637	621,637	.017585	.017585	1973
5/1/73					1974
5/1/74					1975

Source: Department of Revenue, Progress R[illegible], Town and County of Menominee 1961–1974.

PROJECTION OF THE JOINT SCHOOL DISTRICT NUMBER EIGHT TAX LEVY

	Actual Budget 1968–69	Estimated Budget				
		1969–70	1970–71	1971–72	1972–73	1973–74
Total estimated cash disbursements (exclusive of cash balances)	$2,327,012	$2,509,213	$2,726,392	$2,965,176	$3,227,639	$3,555,234
Estimated revenue	725,757	792,001	873,960	880,697	923,176	1,002,739
Tax levy	$1,601,255	$1,717,212	$1,852,432	$2,084,479	$2,304,463	$2,552,405

(1) Estimates on disbursements prepared by superintendent's office—Jt. Sch. Dist. No. 8.

Source: Department of Revenue, Progress Report, Town and County of Menominee 1961–1974.

SUMMARY OF COUNTY BUDGETS—MENOMINEE COUNTY

1969–1974 Inc.

	Actual 1969	Projected 1970	1971	1972	1973	1974
General government	$ 109,284	$ 111,180	$ 113,730	$ 116,610	$ 119,515	$ 121,020
Protection of persons and property	91,794	94,450	97,800	101,100	104,400	107,700
Health and social services	729,678	730,118	731,118	689,368	689,868	690,868
Educational recreation	13,309	13,590	14,095	14,350	14,600	14,600
Conservation and development	1,125	1,125	1,125	1,125	1,125	1,125
Unclassified	450	450	450	450	450	450
Contingency	10,000	20,000	20,000	20,000	20,000	20,000
Highway	38,409	41,000	48,000	60,000	70,000	80,000
Total estimated expenditures	$ 994,049	$1,011,913	$1,026,318	$1,003,003	$1,019,958	$1,035,763
Less anticipated receipts	754,223	731,343	730,318	559,478	560,068	560,418
*Net County Tax Levy	$ 239,826	$ 280,570	$ 296,000	$ 443,525	$ 459,890	$ 475,345
*Maximum levy allowable under Wisconsin Statutes	$ 291,057	$ 313,542	$ 365,322	$ 456,752	$ 530,245	$ 607,154

SUMMARY OF TOWN BUDGET—TOWN OF MENOMINEE—MENOMINEE COUNTY

1969–1974 Inc.

Total estimated expenditures	$ 136,432	$ 127,900	$ 129,420	$ 170,050	$ 137,555	$ 138,525
Less anticipated receipts	82,625	88,540	99,395	136,170	74,970	77,570
*Net Town Tax Levy	$ 53,807	$ 39,360	$ 30,025	$ 33,880	$ 62,585	$ 60,955
*Maximum levy allowable under Wisconsin Statutes	$ 97,019	$ 104,514	$ 121,774	$ 152,250	$ 176,748	$ 202,385

Source: Department of Revenue, Progress Report, Town and County of Menominee 1961–1974.

EFFECTIVE PROPERTY TAX RATES—ACTUAL AND PROJECTED—TOWN OF MENOMINEE—MENOMINEE COUNTY

Actual 1961–1968, Projected 1969–1974

Budget Year	Equalized and Assessed Value	State Tax	County Tax	Town Tax	School Tax	Less Federal Aids	Less State Tax Relief	Net Tax Levy	Effective Tax Rate p/$1000
1962	$16,354,870	$3,271.02	$215,792.00	$76,905.88	$220,844.99	$220,000	$	$ 296,813.89	$18.15
1963	16,700,400	3,340.07	188,631.28	80,437.10	220,086.34	176,000	78,938.00	237,556.79	14.22
1964	16,959,443	3,392.17	288,310.54	43,775.00	246,570.71	132,000	67,298.00	382,750.42	22.57
1965	16,885,465	3,377.26	287,052.91	51,175.00	249,088.67	88,000	54,991.00	447,652.84	26.51
1966	17,513,778	3,502.95	297,697.77	42,361.16	252,450.19	44,000	74,465.00	477,547.07	27.27
1967	18,055,905	3,612.08	307,026.80	—0—	261,846.26	150,000	69,943.00	352,542.14	19.52
1968	18,055,905	3,612.67	375,359.64	70,842.37	297,093.58	324,250	60,495.00	362,163.26	20.06
1969	19,403,833	3,880.00	397,126.00	71,307.00	306,535.00	324,801	67,000.00	387,047.00	19.95
1970	20,902,800	4,180.00	444,570.00	63,445.00	325,819.00	338,085	69,000.00	430,929.00	20.62
1971	24,354,850	4,870.00	459,000.00	58,110.00	352,712.00	191,085	71,000.00	612,607.00	25.15
1972	30,450,100	6,090.00	443,525.00	97,280.00	424,114.00	63,400	74,000.00	833,609.00	27.38
1973	35,349,700	7,070.00	459,890.00	62,585.00	528,556.00	—0—	77,000.00	981,101.00	27.75
1974	40,476,900	8,095.00	475,345.00	60,955.00	621,637.00	—0—	80,000.00	1,086,032.00	26.83

Source: Department of Revenue, Progress Report, Town and County of Menominee 1961–1974.

PROJECTED FULL VALUE TAX RATE—TOWN OF MENOMINEE AND STATE OF WISCONSIN BEFORE PROPERTY TAX RELIEF CREDITS

Levy Date	County	Tax Levy		Jt. No. 8 School	Total Levy	Projected Assessed Value	*Effective Tax Rate T. Menominee	Projected Average Tax Rate in State†
		Town	State					
1968	$239,825	$53,807	$3,880	$156,535	$ 454,047	$19,403,800	.02340	.03200
1969	280,570	39,360	4,180	175,819	499,929	20,902,800	.02392	.03300
1970	296,000	30,025	4,870	352,712	683,607	24,354,850	.02807	.03400
1971	443,525	33,880	6,090	424,114	907,609	30,450,100	.02981	.03500
1972	459,890	62,585	7,070	528,556	1,058,101	35,349,700	.02993	.03550
1973	475,345	60,955	8,095	621,637	1,166,032	40,476,900	.02881	.03600

*Before Wisconsin property tax relief credit.
†The actual average state rate on December 1966 levy was .02859.
The actual average state rate on December 1967 levy was .03065.

Source: Department of Revenue, Progress Report, Town and County of Menominee 1961–1974.

PROJECTED STATE FORESTATION TAX LEVY ON TAXABLE GENERAL PROPERTY TOWN OF MENOMINEE MENOMINEE COUNTY

Assessment Date	Equalized Value	State Tax	Local Levy December
May 1, 1968	$19,403,800	$3,880	1968
May 1, 1969	20,902,800	4,180	1969
May 1, 1970	24,354,850	4,870	1970
May 1, 1971	30,450,100	6,090	1971
May 1, 1972	35,349,700	7,070	1972
May 1, 1973	40,476,900	8,095	1973

Source: Department of Revenue, Progress Report, Town and County of Menominee 1961–1974.

WOLF RIVER LEGISLATION

The Wolf River in Menominee County is federally protected under the Wild and Scenic Rivers Act (U. S. Public Law 90–542). Under the terms of the act, the Department of the Interior had to submit specific plans for preservation of the Wolf River by October 2, 1969. Copies of the proposed plan, which was submitted by the U. S. Park Service, follow. Owners of lands have until January 2, 1970 to make objections, if any, to the proposals. Until that time no action can be taken.

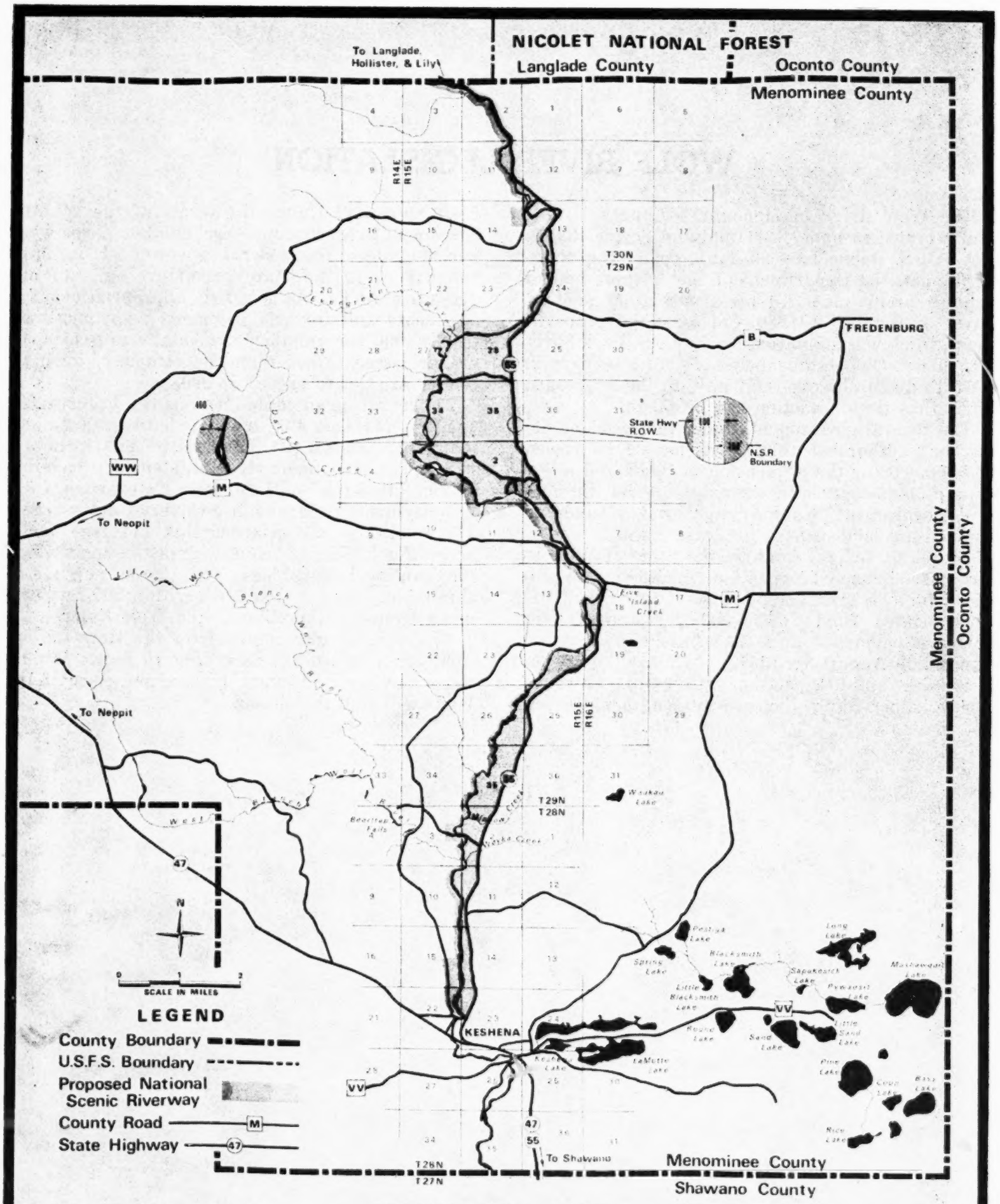
The federal government, under the terms of the act, has authorized appropriations not to exceed $17,000,000 for the acquisition of lands and interests in lands covered by the act. However, the federal government has not appropriated funds to compensate land owners for lease rights.

In lieu of federal funding, the State of Wisconsin in 1966 enacted legislation which not only provided for preservation of the Wolf River, but also appropriated funds ($150,000 per annum) for formula payments and easements. This statute expired on August 31, 1969.

Similar state legislation (Ch. 313, Laws of 1969) superseding the previous agreement has been approved. Under the terms of the act, the agreement will continue for another three year period unless the federal government initiates funding or if the state legislature fails to appropriate funds. As enacted, appropriations for easements and formula payments were increased to $250,000 per annum. Payments to present owners or lessees other than the company, town or county are not to exceed $5,000.

Funds are granted to Menominee Enterprises, Inc. for (1) cost sharing in federal projects and matching funds; (2) debt retirement including retirement of common stock and bonds; (3) interests or dividends to Menominee Enterprises, Inc.; (4) payments to Menominee County for tax relief. The conditions are attached that (1) free public access for fishing and camping must be maintained but hunting is forbidden; and (2) no new structure of any kind will be built within 200 feet outward from the shoreline of the Wolf River.

Chapter 313 also retained for the state the option, for a period not exceeding 10 years, to purchase the involved lands. Federal purchase of the lands will void the option.



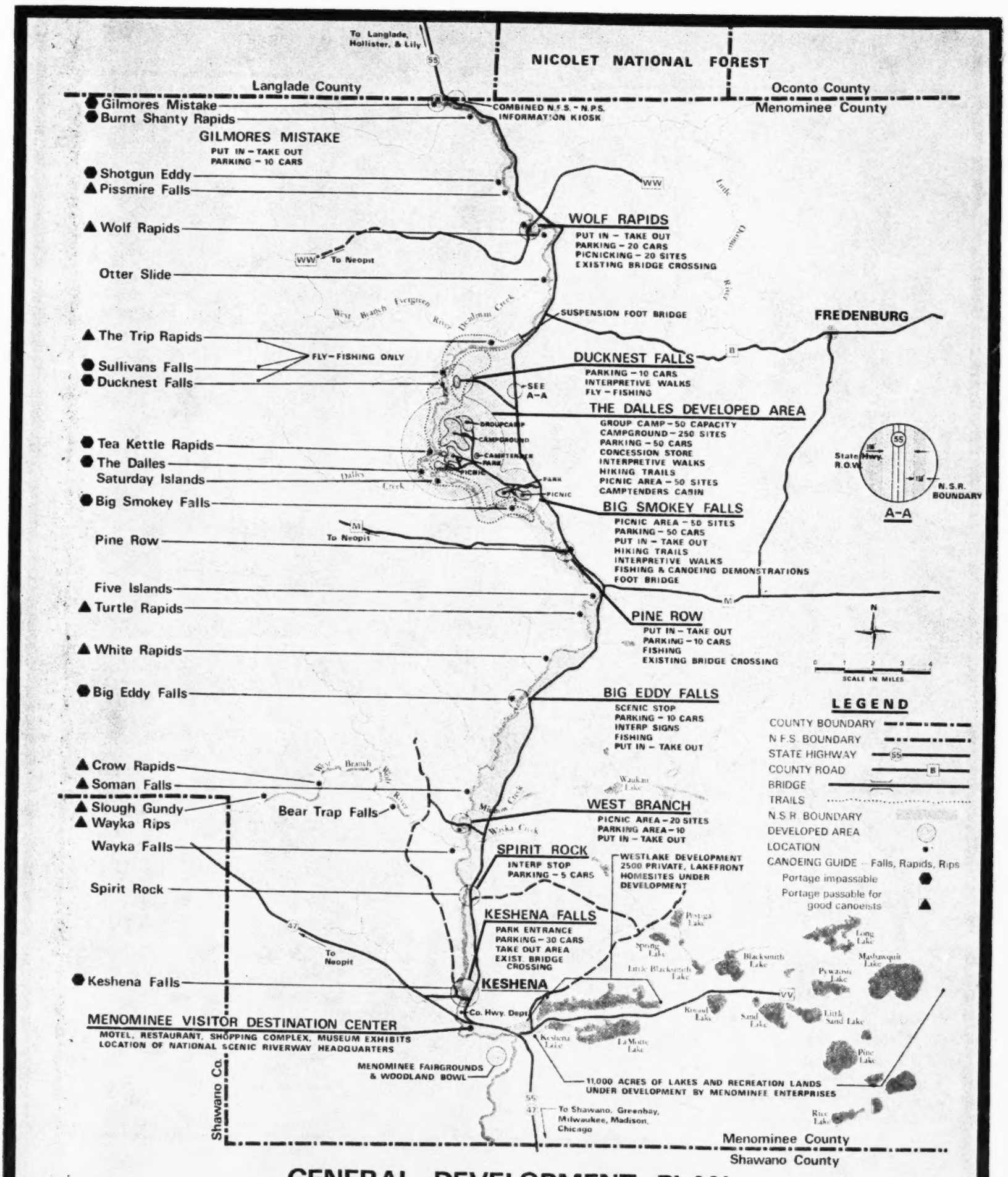
BOUNDARY MAP

WOLF RIVER NATIONAL SCENIC RIVERWAY

MENOMINEE COUNTY

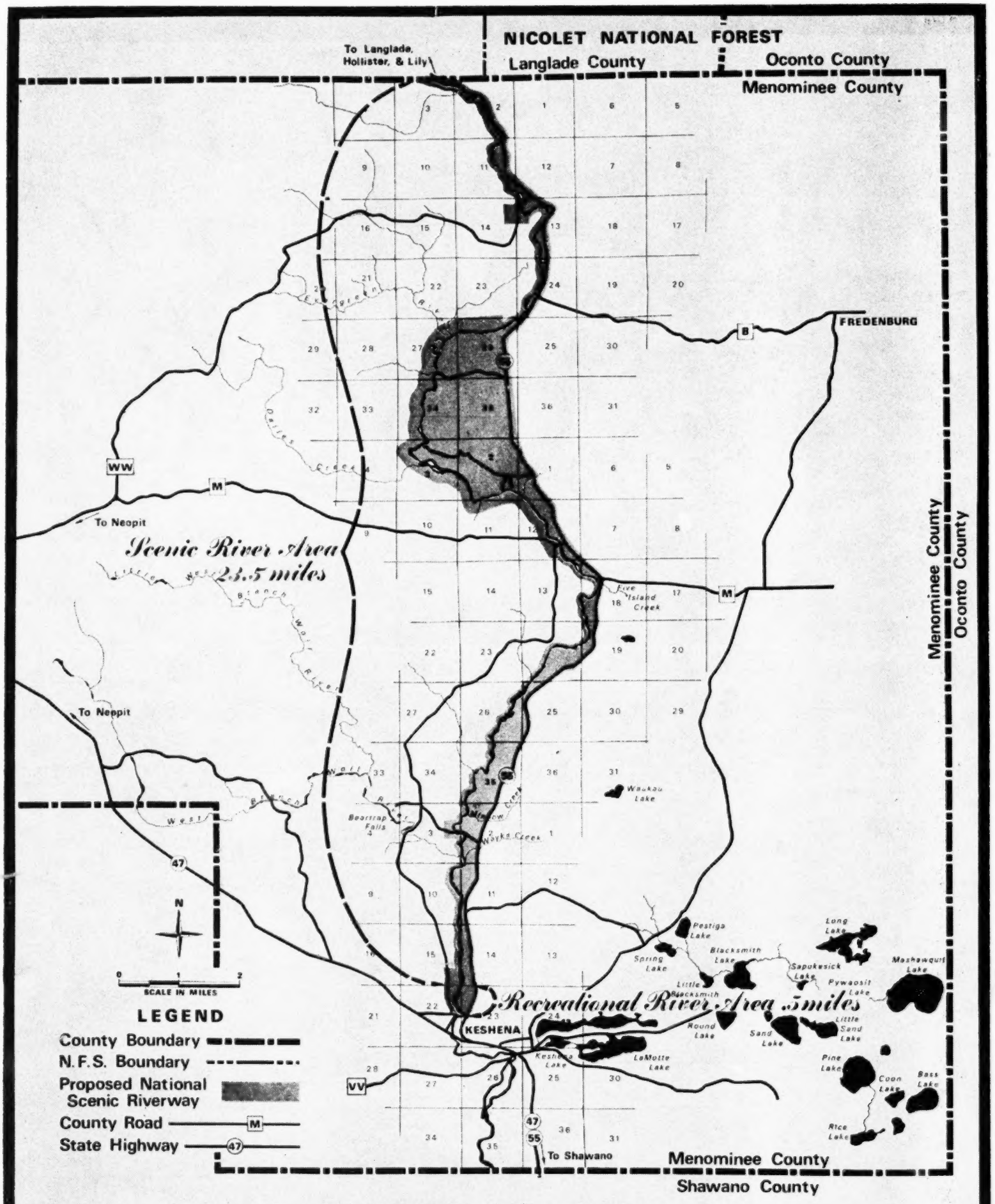
SEPTEMBER 26, 1969

NSR-WR 20,000



GENERAL DEVELOPMENT PLAN
WOLF RIVER NATIONAL SCENIC RIVERWAY
MENOMINEE COUNTY, WISCONSIN

SEPTEMBER 26, 1969
NSR-WR 20,001



River Classification

WOLF RIVER NATIONAL SCENIC RIVERWAY

MENOMINEE COUNTY

SEPTEMBER 25, 1969

NSR-WR 20,002

CONCLUSIONS OF THE MENOMINEE INDIAN STUDY COMMITTEE

(1) Continued progress of MEI including the "Lakes of the Menominees" project, the Visitors Destination Center, and appropriations for the preservation of the Wolf River provide the necessary foundations for sufficient tax base so that Menominee County can be economically subsistent.

(2) The essential conditions for further development are: (a) sale of the "Lakes of the Menominees" lands, and (b) granting fee simple title or continuing perpetual lease to the federal government for preservation of lands on the Wolf River.

(3) Continuance of industrial and regional developments such as the Visitors Destination Center.

(4) If necessary, further expansion and improvement of the forest industry including possible development of finished wood products and increases in sustained yield cut. (NOTE: Cooperative reports by Professor Duncan Harkin, Agricultural Economics, University of Wisconsin and the Department of Natural Resources would be supplemental.)

IT IS THE OPINION OF THIS COMMITTEE THAT MENOMINEE COUNTY SHOULD RETAIN ITS STATUS AS WISCONSIN'S 72ND COUNTY.

APPENDIX A

LEGISLATION AFFECTING MENOMINEE COUNTY SINCE 1965

FEDERAL

Public Law 89–653—Nelson Laird Act

Financial assistance totaling $1,850,000 for Menominee County was provided by this act which became effective October 14, 1966.

Appropriations are as follows: $150,000 per annum for 4 years for joint school district costs; $100,000 per annum for 4 years for health and sanitation services; $100,000 per annum for 4 years for public welfare benefits; and $450,000 for completion of sanitation facilities.

Public Law 90–542—Wild and Scenic Rivers Act

This act preserves the Wolf River and its immediate surrounding area (not exceeding an average of 320 acres per mile on both sides) in its natural state.

Authorization for appropriations of $17,000,000 for acquisition of land was granted. Actual appropriations have not been made.

STATE

1965 LEGISLATURE

Senate Bill 638—Health

Provisions for additional payments by the state to the counties for tuberculosis sanitation services were established by this bill (Ch. 541, Laws of 1965). Although it affected 6 counties, the act was of primary benefit to Menominee County.

Senate Bill 626—Wolf River

Appropriations totaling $150,000 per annum for easement and formula payments for the preservation of the Wolf River and its tributaries in Menominee County were approved by this bill (Ch. 623, Laws of 1965). The agreement made under the provision of the measure will terminate at the end of 3 years, or when the necessary funds are not appropriated, or when the federal government passes enabling legislation superseding the state measure.

1967 LEGISLATURE

Senate Bill 453—Highways

This act (Ch. 330, Laws of 1967) provided for a continuing appropriation in the amounts of $78,000 for construction of a bridge spanning the Wolf River at Keshena and $22,000 for county and town highway improvements.

1969 LEGISLATURE

Senate Bill 381—Wolf River

This act, Ch. 313, Laws of 1969, continues easements and formula payments for another 3 year period. Appropriations amounting to $250,000 per annum have been made for the preservation of the Wolf River. In addition to the appropriations, the state would be granted a 10 year option to purchase the lands involved. This option would terminate if the federal government purchases the lands within this time period.

Senate Bill 619—Act Creating Menominee County

The date finalizing the act creating Menominee County was extended from July 31, 1969 to December 1, 1969 by the act (Ch. 160, Laws of 1969).

Senate Bill 700—Menominee Enterprises, Inc. (proposed)

If enacted, this bill would extend the restraint on the sale of MEI stock from January 1971 to January 1974.

APPENDIX B

Reprint from:

CONTRACT NUMBER C316–66 (Neg)

TECHNICAL ASSISTANCE PROJECT NUMBER 836

CONTRACT BETWEEN

ECONOMIC DEVELOPMENT ADMINISTRATION

and

THE UNIVERSITY OF WISCONSIN

ANNUAL REPORT

July 1, 1967 through June 30, 1968

This technical assistance study was completed under contract with the Economic Development Administration. The statements, findings, conclusions, recommendations, and other data in this report are solely those of the contractor and do not necessarily reflect the views of the Economic Development Administration.

This report was made possible with funds provided under this contract.

UNIVERSITY EXTENSION
THE UNIVERSITY OF WISCONSIN
NORTHERN WISCONSIN DEVELOPMENT CENTER
802½ FIRST STREET
WAUSAU, WISCONSIN 54401

TABLE II

	SUBREGIONS					
	I	II	III	IV	V	VI
Population	2,606	150,870	89,679	120,774	166,066	288,339
Ave. family income	2,956	5,359	5,986	5,938	6,419	7,591
Percent families with less than $3,000 annual income	79.8	36.3	29.2	34.5	28.9	22.5
Total manufacturing employment	400	8,961	7,188	3,330	12,730	28,966
Number manufacturing firms	3	428	284	250	457	502
Percent employment force in manufacturing	NA	17	23.7	14.0	25.2	28.0
Number recreation businesses	NA	779	878	106	285	137
Kind manufacturing firms	wood	wood food	wood food	food wood	food wood	food 41% wood 17% metal 14%
Unemployment	NA	5.5	5.8	6.1	4.4	----------
Ave. weekly wage	99.78	94.70	87.39	84.39	103.48	120.91
Ave. employment per firm	133	20.9	25.3	14.3	27.9	57.9

I Menominee
II Northwest
III Northwoods
IV Necedah
V Northeast
VI Wisconsin/Chippewa River Valley

MENOMINEE SUBREGION (Menominee County, Indian Reservations)

PRIORITY: I

DESCRIPTION:

The Menominee subregion is limited to a single large county and the Indian reservations located in NWDC territory. The areas are highly un-

derdeveloped; total population is about 3,000. Agriculture is minimal, as over 90% of the land is covered by one of the finest timber stands in Wisconsin. The county was formed from the Menominee Indian Reservation in 1961. Its future as a political unit is uncertain as the state legislature must decide in 1969 whether the county will continue or revert to reservation status. It has the lowest median family income of any subregion ($2,956) with nearly 90% of the families earning less than $3,000 annually.

ECONOMIC CHARACTERISTICS:*

Population	2,606	Number of manufacturing firms	3
Average family income	$2,956	No. of recreation oriented businesses	0
% families with less than $3,000 annual income	79.8	Ave. mfg. employment by firm	133
Total mfg. employment	400	Kind of mfg. firms	Wood based
% of employment force in manufacturing	NA	Resource base	Forest, Recreation
		Unemployment	NA
		Ave. weekly mfg. wage	$99.78

* Figures are for Menominee County only.

DISCUSSION:

At the present time this area suffers from the lack of a viable economy. Nearly 80% of its residents live under conditions of poverty as defined by the Federal government. Menominee County has only one major employer and no recreational industry. Local restrictions and the lack of facilities have so far discouraged the development of a recreation economy, although the county received funds in June, 1968, to begin developing a recreation complex.

A recent decision which allows the sale of tribal lands to individuals has increased the prospects for the development of second-home communities.

In addition to service and recreation development, further expansion of the industrial base is desirable. This can be accomplished through new products and new industries that will not deplete or compete for existing industries' labor force.

TABLE III-A—ACTIVITY, MENOMINEE SUBREGION

Client	Stabilization		Expansion		New Venture		Community Development	
	1967	1968	1967	1968	1967	1968	1967	1968
New Contact	0	0	0	0	0	2	0	1
Ongoing Contact	1	1	1	1	0	0	0	0
Discontinued Contact	0	0	0	0	0	0	0	0
Total	1	1	1	1	0	2	0	1

SOURCE OF INITIAL CONTACT WITH CLIENT

Initial Survey*	Private†	Resource Agent	NWDC	Client Direct	Other UW	EDA	SBA
0	1	1	2	0	1	0	0

*Contact made by initial survey of firms taken by NWDC in 1964.
†Banks, accounting firms, other manufacturers.

STRATEGY:

The Menominee subregion has been assigned the highest priority for NWDC attention during the coming year. Although economically deprived, this area has a high potential. Further, a relatively large investment of public funds has been made here. NWDC can play a role in helping to protect this investment and maximize the return.

Emphasis will be placed on:

1. An intensified program of assistance to existing industry, especially in the area of new products.
2. The development of new industry utilizing the large existing female labor force.
3. Aid in the planning and developing of a service industry, the Visitor Destination Center and the related recreation industry.
4. Conduct and coordinate feasibility and market studies necessary to the above.

The effectiveness of effort in this area, however, is largely dependent upon the receptivity of residents and the enthusiasm for growth generated by the subregion's one major employer.

APPENDIX C

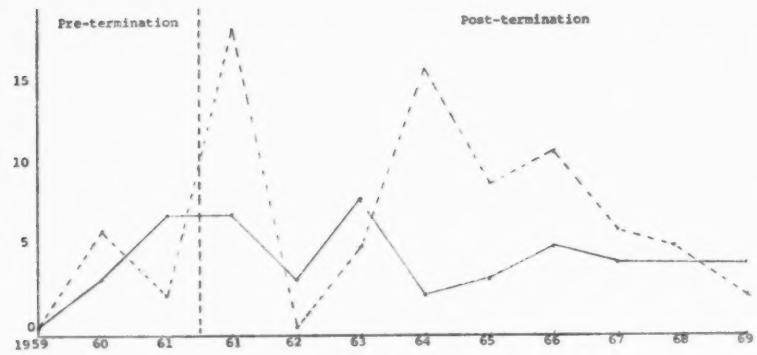
LAW AND ORDER REPORT

The following charts represent the number of convictions of Menominee County residents for crimes committed in Menominee and Shawano Counties. The charts encompass the pre-termination (Jan. 1959 to Apr. 30, 1961) and the post-termination (May 1, 1961 to Apr. 1, 1969) periods.

Conviction of offenses committed by Menominee residents in Langlade and Oconto counties were vitually non-existent. This data has not been included in the charts.

CRIMES AGAINST PROPERTY

Theft

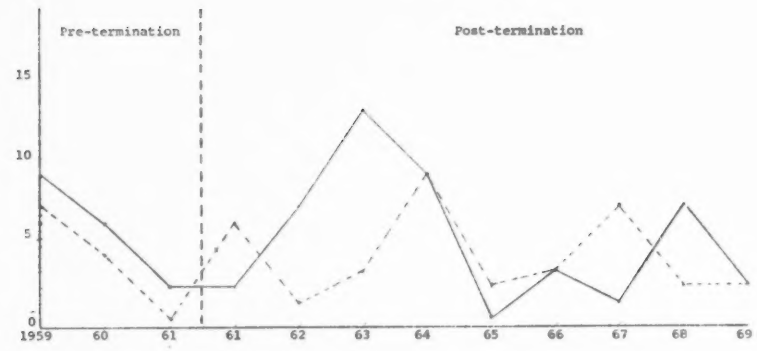


----- Number of convictions of offences by Menominee residents in Menominee County

____ Number of convictions of offences by Menominee residents in Shawano County

CRIMES AGAINST PROPERTY

Burglaries

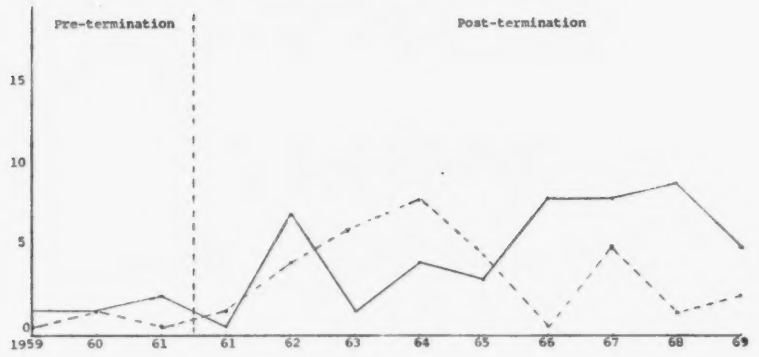


----- Number of convictions of offences by Menominee residents in Menominee County

____ Number of convictions of offences by Menominee residents in Shawano County

CRIMES AGAINST PROPERTY

Operating Vehicle Without Owners Consent

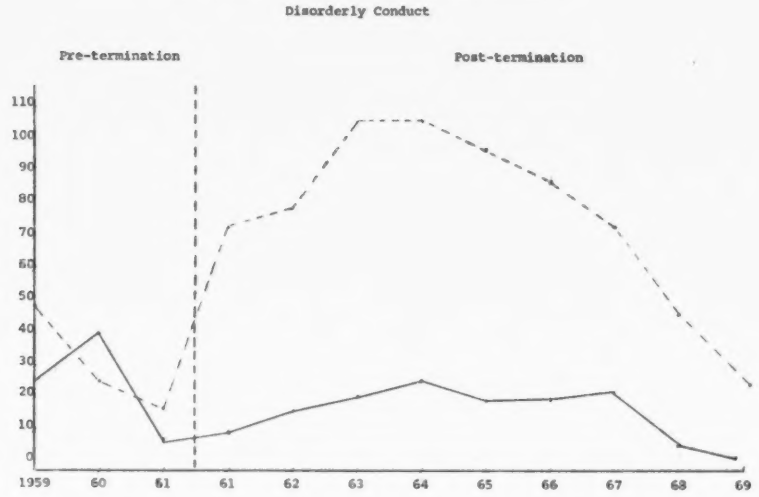


----- Number of convictions of offences by Menominee residents in Menominee County

____ Number of convictions of offences by Menominee residents in Shawano County

CRIMES AGAINST PEACE, ORDER, AND OTHER INTERESTS

Disorderly Conduct

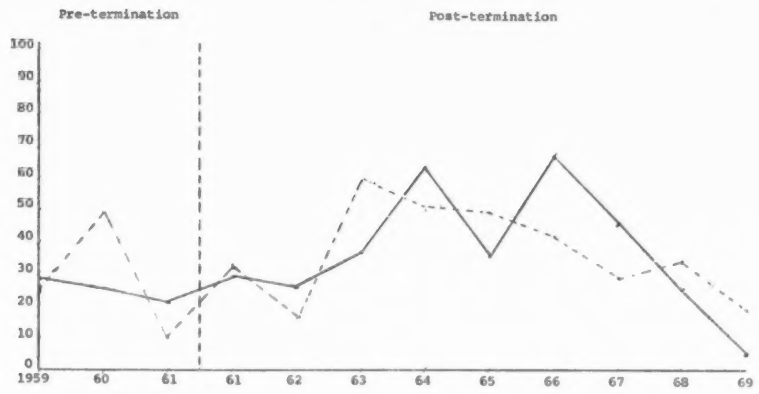


----- Number of convictions of offences by Menominee residents in Menominee County

____ Number of convictions of offences by Menominee residents in Shawano County

CRIMES AGAINST PEACE, ORDER, AND OTHER INTERESTS

Drunkenness

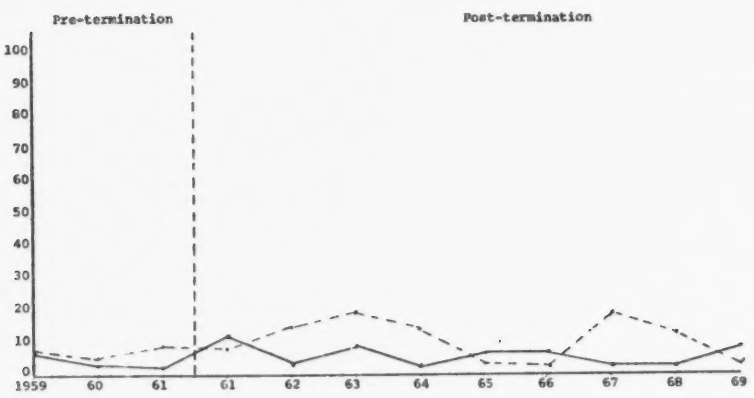


----- Number of convictions of offences by Menominee residents in Menominee County

____ Number of convictions of offences by Menominee residents in Shawano County

CRIMES AGAINST PEACE, ORDER, AND OTHER INTERESTS

Contributing to the Delinquency of Children

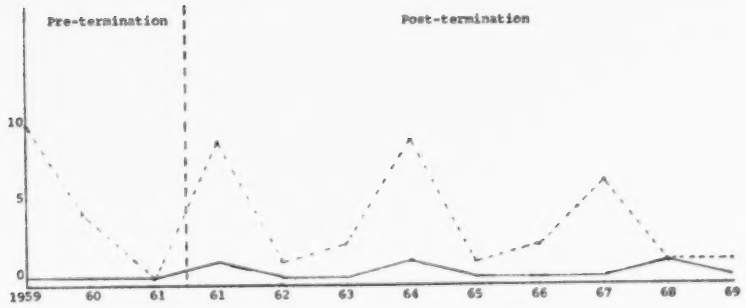


-----Number of convictions of offences by Menominee residents in Menominee County

_____Number of convictions of offences by Menominee residents in Shawano County

CRIMES AGAINST SEXUAL MORALITY

Sexual Intercourse with a Child

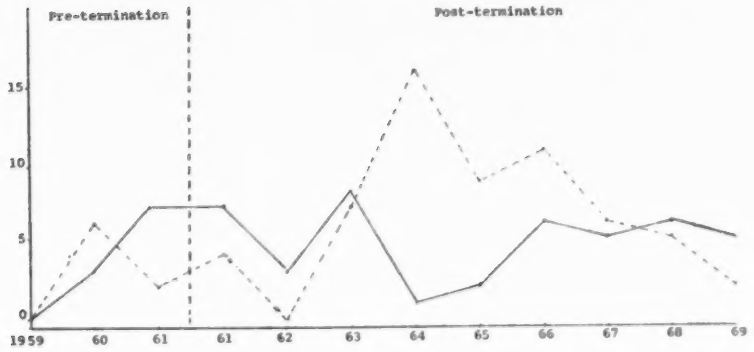


------- Number of convictions of offences by Menominee residents in Menominee County

_____ Number of convictions of offences by Menominee residents in Shawano County

CRIMES AGAINST SEXUAL MORALITY

Lewd and Lascivious Behavior



----- Number of convictions of offences by Menominee residents in Menominee County

____ Number of convictions of offences by Menominee residents in Shawano County

APPENDIX D

EXPENDITURE OF NELSON-LAIRD FUNDS AS OF OCTOBER 18, 1968

(U.S. Public Law 89-653)

	1966-67	1967-68	Total
HEALTH AND SANITATION			
Appropriation (Awards)	$100,000.00	$100,000.00	$200,000.00
Expenditures Oct. 14, 1966 to Sept. 30, 1968:			
T. B. Sanatorium Costs	5,012.46	8,884.11	13,896.57
Sanitary Sewers Operation	15,890.05	2,220.73	18,110.78
Sanitary Sewers Capital	2,201.82	9,616.21	11,818.03
County Nurse and Secretary	17,579.60	2,701.26	20,280.86
Immunization Supplies	289.11	.40	289.51
T. B. Follow Up Program	4,927.79	821.01	5,748.80
Garbage Pits and Clean Up	7,609.68	1,158.44	8,768.12
Sanitarian Aide	3,404.70	1,290.26	4,694.96
Transportation for Health Services	474.90	271.40	746.30
School Health Aides	1,290.26	95.32	1,385.58
Dental Health Services	5.00		5.00
Well Baby Clinic	1,101.07	99.02	1,200.09
Occupational Health Services	33.60		33.60
Ambulance Service	1,620.00	300.00	1,920.00
Eye Examination and Treatment	7,598.25	550.25	8,148.50
State General Hospital	4,411.36	2,317.85	6,729.21
State Orthopedic Hospital	3,299.80	359.75	3,659.55
Mental Health Services	5,000.00		5,000.00
Hospitals for Mentally Ill	*	5,592.45	5,592.45
(*See Public Welfare)			
Clinic Equipment	3,249.38	83.15	3,332.53
Neopit Medical Facility	15,000.00		15,000.00
	$ 99,998.83	$ 36,361.61	$136,360.44
Balance	1.17	63,638.39	63,639.56
	$100,000.00	$100,000.00	$200,000.00
Available for Future Awards:			
1968-69 Appropriation			$100,000.00
1969-70 Appropriation			100,000.00
			$200,000.00

EXPENDITURE OF NELSON-LAIRD FUNDS AS OF OCTOBER 18, 1968 (continued)

(U.S. Public Law 89-653)

	1966-67	1967-68	Total
PUBLIC WELFARE BENEFITS			
Appropriation (Awards)	$100,000.00	$100,000.00	$200,000.00
Expenditures Oct. 14, 1966 to Sept. 30, 1968:			
Insane in Institutions	787.71	*	787.71
(*See Health and Sanitation)			
Industrial Schools—Girls	3,148.00	3,471.13	6,619.13
Industrial Schools—Boys	5,717.39	5,324.49	11,041.88
Care of Dependent Children	7,626.49	11,075.12	18,701.61
State Diagnostic Center	62.14		62.14
Veteran Services	1,123.10	682.51	1,805.61
Surplus Commodities	2,945.18	2,648.54	5,593.72
Welfare Administration	17,370.44	10,302.06	27,672.50
Old Age Assistance	6,990.99	1,127.53	8,118.52
Aid to Blind	344.77	158.25	503.02
Aid to Disabled	3,060.26	744.54	3,804.80
Aid to Dependent Children	41,691.47	21,732.59	63,424.06
Medical Assistance	**	17,019.04	17,019.04
(**Included in categorical aids in 1966-67)			
Town Relief	12,402.93	12,358.18	24,761.11
Day Care Program--Children	5,250.58	5,558.36	10,808.94
	$108,521.45	$ 92,202.34	$200,723.79
Less Credit Sec. 49.52	8,529.98		8,529.98
	$ 99,991.47	$ 92,202.34	$192,193.81
Balance	8.53	7,797.66	7,806.19
	$100,000.00	$100,000.00	$200,000.00
Available for Future Awards:			
1968-69 Appropriation			$100,000.00
1969-70 Appropriation			100,000.00
			$200,000.00
EDUCATION			
Appropriation (Awards)	$150,000.00	$150,000.00	$300,000.00
Expenditures Oct. 14, 1966 to Sept. 30, 1968:			
Paid Jt. School Dist. No. 8 to Reduce Menominee's Share of School Levies	$150,000.00	$150,000.00	$300,000.00
Available for Future Awards:			
1968-69 Appropriation			$150,000.00
1969-70 Appropriation			150,000.00
			$300,000.00

Source: Mallow, Raymond, U. S. Public Law 89-653.

APPENDIX E

Reprint from:

LAND OF THE MENOMINEES
MENOMINEE COUNTY
1961–1969

PROGRESS REPORT—1969

Resource Utilization

In any discussion of the community resources and development, society and the business community have learned to acknowledge the need for a better life for the human element as predominant.

Land is a priceless natural resource because it cannot be enlarged, and from it the human destiny unfolds. If we acknowledge Robert Frost's line, "The land was ours before we were the lands", the needs and demands of a local citizenry can be realized. We hope this report adequately, in its brief form, portrays the problems met, achievements accomplished, and hopes for the future.

(a) Home Ownership and the Master Plan (Land Use)

Prior to Termination of Federal supervision the system of land records in the Menominee Reservation was sporadic. Occupants or claimants of lands held no title and used land under a system of assignment or by occupation recognized by Federal agency or tribal authority. There was reported to be about 600 of these occupants or claimants spread throughout the villages of Zoar, Neopit, Keshena and rural areas. (The 1960 census reported a total of 554 housing units.) This condition would create a problem for individual home ownership, estate administration, and municipal taxation post-Termination.

Rules of the Department of Interior and the tribal council did not systematically define forest areas. Usually, in latter years before Termination, individuals were not permitted occupancy or claims in such areas. Some locations, however, are in the forest—usually originating from allotment claims established in 1912. Those unimproved upon or unused were long ago considered abandoned. None have been permitted since Termination in areas where roads and public services are non-existent.

Pursuant to the Menominee Termination Plan, adopted by the Menominee General Council in 1959 and approved by the Secretary of the Interior according to the Termination Act (Public Law 399, 83rd Session), land ownership by deed or lease was provided for those "rightfully occupying any land on date of Termination". Such occupants, or their heirs or descendants, were given a year in which to exercise the land claims thereunder. This period was subsequently extended by Board of Directors' action to July 31, 1963, at prices established by professional appraisal in 1961. These prices were estimated to be about 40% to 60% below comparable property in surrounding counties. This consideration was given in recognition of 1) prior use and improvements similar to homestead, and

2) the fact that Menominee lands were not then on the open market as in surrounding counties. Provisions were also established to assure non-owners acquisition rights. By Board of Directors' approval "aged or infirm" members of the Tribe were permitted life tenancies on land without having to acquire by formal deed.

In 1960 and 1961, the Bureau of Indians Affairs make cadastral surveys of Zoar, Neopit, Keshena and some rural areas, and established some claims by Government rectangular descriptions. Surveys, descriptions and appraisals established lots, parcels, tracts and values as follows:

Location	Form	Total Value	Average Value	Abandoned
Neopit	Lots 304	$75,896.00	$244.00	61
Keshena	Lots 132*	48,121.00	366.00	16
Zoar	Lots 17	2,990.00	175.00	7
Rural	Parcels 153**	77,941.00	537.00	20
Rural	Tracts 68***	53,677.00	841.00	6

In Addition:
*Twenty new lots were developed in Keshena in 1967 for Public Housing.
**Forty-six new surveys made to accommodate claimants not previously recorded and for new applicants.
***Three new Government description tracts were added to accommodate overlooked claimants.

Considering at least 110 abandoned or vacant sites and 30 occupied by business, church or municipal uses, and some who own more than one lot or parcel, there were less than 600 active homesites. As of September 30, 1963, 426 homesites had been conveyed to individual families in villages and 146 in rural areas, the latter involving some 1600 acres.

As of September 30, 1969, all transfers of land claims have been completed, except for about 28 sites occupied by "aged or infirm" and about 30 by those who have not purchased. On the latter account, Menominee Enterprises, Inc. continues to pay the real estate tax, but charges it and a 5% of appraised value fee for land use, collected from annual interest payments on the Menominee Income Bonds.

In Neopit many of the abandoned lots have been set aside for Public Housing or for a proposed industrial area. In Keshena, many were used for Public Housing.

It should be noted that the land transfer project created a delicate stockholder and County resident relations problem in the early years post-Termination. The dislocation and drastic change in home ownership required adjustment of appeals, numerous discussions and negotiations, and resolution of disputes before the program was understood. The Termination Act by its terms required an equitable conversion of all tribal interests in the tribal estate. Thus, those who claimed land were required to exchange Income Bonds, or other consideration, in return for land, all having received an equal share in the common stock and Income Bonds issued by Menominee Enterprises, Inc. Some wanted an equal share of securities and the land too. By 1964 most claims were settled or adjudicated agreeably. Some still refuse to acquire land, or to pay the personal property taxes due on improvements they use and claim on the land. A recent (1969) Circuit Court case determined that such occupants and claimants are liable for the personal property tax. It had been claimed that Menominee Enterprises, Inc. should pay the real estate tax and the personal property tax in such cases. The Town of Menominee has had to sue to collect personal and real estate taxes in approximately 60 instances. County authorities report that collections remain a considerable problem in many cases.

In the period 1967–68, after the commencement of the southeastern lakes development and probably due to the recognition of land values and

the value of private ownership, a noticeable increase in demand for homesites has been noted, particularly in the lakes and outlying areas. Some requests would have entered substantial forest areas, requiring rights-of-way for entry and utility that would have required the cutting of forest stock, and expensive extension of school bus services, etc. on the part of the municipality. A land use plan to govern future development was necessary, even in view of the quite comprehensive County zoning ordinance.

Effective October 1, 1969, a Master Plan for Land Utilization by Shareholders of Menominee Enterprises, Inc. was made effective. The Plan is in two sections. The first establishes basic rules of procedure in processing individual applications for land. The second provides a 50-year forest development plan beginning January 1, 1970.

The Plan recognizes pre-existing applications and gives them priority where they do not violate sustained yield forestry or otherwise closed areas. It sets in motion subsequent applications on a first-come first-served basis. It provides a method for setting fair market value, and continues the system of exchanging Menominee Enterprises Income Bonds at 70% of face value. Land will not be made available in the Scenic River system (the Wolf River from Keshena Falls to the north boundary of the County), in the wild lakes or streams areas, in forest management areas where the highest beneficial use is forestry, in areas where extension of public utilities and services would violate forest uses, or in areas prohibited by County zoning rules. The Plan establishes a reasonable bar against land exploitation, continues to reserve mineral rights in the Company, and provides a reasonable method of repurchase in the event of resale by the Menominee purchaser.

Land use administration also has been improved by reorganization within Menominee Enterprises, Inc. It has established and greatly strengthened the former "Land Use Division" and renamed it the Division of Resource & Business Development. Its responsibility is the management and development of lands other than those under the forest management plan. (Lands can be withdrawn from forestry classification where a higher beneficial use can be shown pursuant to Section 70.335, Wisconsin Statutes). It has specific administration over the Master Plan noted above, and over the development and encouragement of further industrial and small business development. It has the responsibility for aiding Menominee shareholders and residents in the development of private enterprises. To this end, it maintains liaison with County, State and Federal agencies, and with private resources, which are designed to aid in economic development.

As shown in other parts of this report, Menominee County has strengthened its interest and efforts in further economic development. Those in responsible position in County activities and the Enterprise have not overlooked the "Objectives and Goals" set in the original Termination Plan, i.e. "To better insure the welfare of the Menominee people . . . to promote the most beneficial use of the Menominee property . . . to better insure stability . . . and the basic rights of Menominees, their heirs and descendants."

(b) Agriculture and Rural Settlement

Agricultural uses were once widespread throughout the Menominee Reservation, mostly on a family subsistence basis. Many of these formerly settled areas and location were abandoned prior to Termination as the people gradually moved toward a wage economy.

At Termination date there were six families who actively farmed for a livelihood. Five remain and use approximately 1275 acres, either owned or rented from others. Abut 415 acres are occupied by 120–125 other rural families for homesites and some subsistence uses. Approxi-

mately 800 acres formerly used or occupied, but abandoned prior to and since Termination have been devoted to forest plantations since 1962.

Soil surveys commenced in the 1940's and perfected since 1962 by the University of Wisconsin indicate that the better agricultural lands are actually growing the best hardwood stock and are not available for farm use. Most of the soils in the southeastern section of the County are light, sandy types and do not support agriculture.

Menominee County, Wisconsin, will continue as a major forest products and recreational industry area, and will be almost totally dependent on them and upon new business industry and services.

It is apparent that those few who have remained in farming have improved upon their situation. They have acquired and are using more land through lease or purchase since such land ownership became possible.

(c) Forest Resources

The workable Menominee forest consists of approximately 213,130 acres. Of that amount some 131,312 acres are in sawlog areas, 45,550 in by-products, and 36,378 acres are in reproduction, according to the Government forester's records in 1959.

Logging commenced with some earnestness on the Menominee Indian Reservation about 1872 and continued as logging only until about 1905 when a serious timber blow-down occurred in the western part of the reservation. Forestry, as a method, began in 1908 when the first sustained yield principle in logging was adopted pursuant to the Act of Congress of March 28, 1908 (35 Stat. 51). The Secretary of the Interior was directed to cut dead-and-down timber and fully matured timber and ripened green timber, not to exceed 20 million board feet annually.

The Secretary of the Interior was also directed to build and operate sawmills on the Reservation, and sawmilling commenced in 1909 at Neopit. Early logging and timber operations involved cutting and river-driving logs to mills outside the Reservation. These early operations also set up the basis for "tribal funds" which, over the years, averaged about $2½ million. These funds were on deposit in the U. S. Treasury and drew interest at 5% and 4%. These interest accounts and earnings from early milling were used for community support in the Reservation. Logging and sawmilling gradually created a wage concept of living and a shift of the Menominee people from the rural areas was noted.

The first comprehensive timber cruise of the Reservation area was conducted in 1914 and it reported a timber stand of about 1 billion BF. This 1914 cruise data served as a basis for the cutting control until 1941. From 1941 to 1949 a second form of general cruise and forest management plan was operative. It was believed then that the forest stand contained about 1,300,000,000 BF. This cruise attempted to determine the volume in total and volume by species to set up depletion records and to establish cutting priorities. The cutting program during this period was increased to 22 million BF per year, 2 million BF thereof to account for forest by-products without affecting the 20 million BF sawlog volume intended.

In the period 1956–1960, the forest division of the then Menominee Indian Mills, in consultation with the U. S. Forest Service, the Lake States Forest Experiment Station at St. Paul, Minnesota, and the Wisconsin State Conservation Department, developed a Forest Management Plan that would meet the requirements of sustained yield rules. The Plan indicated a saw timber acreage of 131,312 acres and an operating by-product area of 35,000 acres. It indicated an annual growth rate of 28,718 MBF based on a stand of 1,310,000 MBF. It recommended an annual cut of 30,297,000 BF for the first 15-year cutting cycle in order to remove high priority material and to reduce overstocked stands. It was felt that this increase in annual cut would substantially aid the new corporation

(Menominee Enterprises, Inc.) by providing a surge of available capital in its initial operating years. This Plan was adopted by the Menominee Enterprises Inc. management, approved by the State Conservation Commission and the Department of Taxation, and put into effect on May 1, 1961.

There was some revision of this Forest Management Plan in the period 1963–64. The State Conservation Department recommended that Menominee Enterprises, Inc. participate in the development of a Continuous Forest Inventory (CFI) plan of management. The forest study conducted in this project indicated a growing stand of 1,527,380,590 BF and an acreage of 225,546 acres. The system of forest control set up by this project forms the basis for any changes or revisions of the present Management Plan.

After five years operation under the original plan, it was noted that prescribed cutting areas were not yielding the expected volumes per acre or area. It was also noted that the quality of yield in some areas was below standard due to overage. The Plan did not accommodate itself to market conditions, and in 1966 it was necessary to petition the State Conservation Commission for a marked revision of the basic cutting plan. This was accomplished then with its approval.

The Plan now is divided into operable and inoperable areas, depending upon the value and marketability of products available therein. The operation area consists of 112,999 acres and the inoperable area of 111,060 acres. The cutting budget spreads across a 15-year cycle from 1968 to 1982, and reflects an average yield of about 25 million BF annually.

The Menominee experience during the period 1909 to 1969 indicates that the 25 million annual cut should be considered the optimum although it may still be subject to variation. This volume of timber, however, all standing in one economic block, is one of the great assets of Menominee County and the State. It will provide a basis for county, community and individual income for years to come.

Forest production for the year 1959 (prior to Termination), for 1962 (the first full year after Termination), and for the years 1965, 1966 and 1968 are shown below:

PRODUCTION

(In Board Feet and Cords)

	1959	1962	1965	1966	1968	
Saw logs	13.0	22.0	33.0	24.5	13.9	(Millions BF)
Veneer logs			1.0	1.5	.59	do
Lumber	15.0	23.0	27.0	24.0	17.4	do
Shipments	19.0	23.5	28.0	29.5	20.5	do
Pulpwood	4M	11M	26M	38M	39M	(cords in thousands)

(It should be noted 1959 was a bad market year.)

In 1965, Menominee Enterprises, Inc. had progressively developed operations to achieve a 30 million BF annual cut and the market to absorb it. In 1966 the Forest Management Plan was improved and the annual cut was reversed. Some of the benefits of improved forest management are reflected in 1968 profits.

In this period it should also be noted that total sales increased from $2,276,935 in 1959 to $3,738,074 in 1965 to $4,078,804 in 1966. It dropped off to $3,242,076 in 1968 due largely to cut-back in forest yield. It is expected that forest production will level out in the future now that the forest management plan has stabilized, and the year 1969 promises to be a good year for the Enterprises logging and sawmilling operations.

Other important changes have occurred over time which should be reported, such as: the change from a logging system using horses, hard and dangerous hand labor and slow railroading of logs to the sawmill to the present machine log skidding and loading and truck hauling to the sawmill. Total mechanization was adopted in 1961. All logging and pulp production is now accomplished by independent contractors who have been able to stabilize their operations and employment based on steadier year-round operations.

Forestry and logging provide employment for approximately 150 men. Contractors can predict their volume of work, their season and their working force. Sawmilling and sales can be more efficiently programmed by management by knowing the dependable volume and species in advance.

Pulpwood has become a steady source of income and has been increased ten-fold from a low of 4,000 cords per year to 40,000 cords under current operating methods. Proximity to the paper industry and quality of our material from the Menominee forests has been a distinct advantage.

Veneer stock from the Menominee forests is among the best in Wisconsin and this, together with other types of wood products, we expect to produce for years to come. In this also, proximity to market and an increasing demand give Menominee County another distinct advantage. Menominee Enterprises, Inc. is exploring new methods and the possibility of industrial expansion in wood related industries.

The Menominee forest operations commenced a tree planting program in the late 1920's on a marginal scale, and again in the 1940's on a volunteer work project basis. Some planting was done in the 1950's. In 1962 tree planting was made an annual program of the Menominee Enterprises, Inc. forestry division and now consists of planting at least 100,000 trees per year on about 100 acres. Over 3 million trees have been planted to date under this program. Nearly all abandoned farm or open lands have been restocked.

Remeasurements of the forest are programmed for 1970 and the results will form the basis for all forest operations. The sustained yield requirements of Federal and State law and the Menominee Enterprises, Inc. forest management plan assure an ever renewable wilderness resource for Menominee County, for industry, for wilderness space, and for recreation and solitude.

(d) Recreation and Water Resources

The balance sheet for Menominee Enterprises, Inc., as of May 1, 1961, indicated non-forest lands as follows: muskeg and rock area, 2,642 acres; agriculture and grasslands, 5,664 acres; industrial and residential, 1,372 acres; major roads, 1,756 acres; gravel pits and other, 175 acres; water surface, 4,097 acres. There are in excess of 80 lakes in Menominee County (121 as indicated by a recent State inventory which considers small ponds), some 49 of the lakes are named. There are over 300 miles of flowing streams, most of them trout waters.

Considering less than 8,270 acres in the County are occupied or intended for development, Menominee County has an abundance of wild areas, forest and open space, interlaced with fresh streams and lakes and many springs.

The southeastern lakes area covers approximately 35,000 acres. Forest growth in this area is submarginal so far as sawlog material is considered. Pulpwood and similar products are not of high value. No farms or industrial uses are located there. The sandy soils are excellent for recreational development. The in-basin springs and the in-feed water sources are totally owned by Menominee Enterprises, Inc.

Recreational uses will substantially supplement forest operations in sustaining the County. Recreational uses are particularly important because forest and sawmill operations, by themselves, cannot possibly pro-

vide the income and tax resources needed to sustain the people and the necessary county services.

As in other northern Wisconsin communities, recreation as an industry may overtake logging and lumbering as income producers, due to the exploding recreational demand. Recreation development requires careful planning and supervision so that balanced use is assured between recreation and forestry use of County resources. In 1959–60 the Department of Interior conducted a general survey of developmental potential for recreation. It reported favorably and recommended that special studies be undertaken.

Prior to 1961, it was acknowledged that the forest and milling operations, without further development, could not continuously support the community. Land use plans in the Termination Plan were designed to permit the leasing of lands and the development of lands for recreational use as an income source. Not more than 14,500 acres may be used for homesites, agricultural use or other development including recreation. (See Article XII, Articles of Incorporation, Menominee Enterprises, Inc.)

The plan for development was essentially directed toward the lease of individual summer home sites. This form of development assures and stabilizes a source of income and tax resource for the total community. Land lease contracts would require timely construction of fixed improvements in order to achieve the tax result. Studies indicated that public uses and public facilities investment alone do not provide sufficient nor sustaining support for a given community.

Some camping facilities were developed by Menominee Enterprises, Inc. on a wilderness camp basis in order to try to accommodate public demand and to attract summer home lessees. However, camping was discontinued due to minimum returns on the expense required to develop and maintain the program. A private campsite was developed by a Menominee resident in 1965 containing 15 to 20 units. It was financed under a Farmers Home Administration loan.

In 1961–62 Menominee Enterprises, Inc. engaged the Neilan Engineers of Somerset, Pennsylvania, to do an overall specific survey and recommendation on recreation and other land use. Further studies were done by the United States Land Company of Columbus, Ohio, the United States Soil Conservation Service and others, during the period 1963–66. Finally, under an Economic Development Administration grant under the auspices of the United States Department of Commerce, the firm of Ernst & Ernst of Washington, D. C. was engaged to do a further study and make recommendations. Their report was completed in March 1967. All recommended development of a summer home project in the southeastern lakes area of the county. The United States Land Company and Ernst & Ernst proposals recommended the use of warranty deeds, as opposed to the lease-method of land transfer. This form of ownership would accelerate the market and recover the best financial return and tax base for the county.

In 1962 some platting and subdivision work was undertaken on Moshawquit, LaMotte and Round Lakes, in those areas where little development expense would be necessary and where roadways and powerlines could be extended without great cost. In 1963, after approval of platting by State and local agencies, twenty-two land leases for summer home sites were completed. In 1965 land leases numbered 97, representing $344,574.00 in cash receivables for Menominee Enterprises, Inc. and $390,000.00 in new tax assessments for the county. In 1969 this initial program produced $1,411,930.00 in new valuations on the county assessment rolls. This, with $1,149.690.00 produced by the Lakes of the Menominees project, attributed a total increase of $2,561,620.00 in 1969. At $22.00 per thousand, this will produce $56,355.00 in new taxes for the county in 1970. This factor must be increased six-fold to offset the loss of Federal Aids occurring in 1973.

That part of the Wolf River traversing Menominee County is filled with splendid rapids and waterfalls, abundant wild life, unspoiled year-round scenery, and primitive forest and open space. Its development potential is reported to be in the millions of dollars as an income and tax resource. In 1965 and 1966, all development of the river shorelands was suspended by Menominee Enterprises, Inc. at no expense to the State or Federal governments but at the urging of Federal and State officials. In 1967, 1968 and 1969 (terminating August 31, 1969) under an agreement with the State of Wisconsin, development was further suspended in return for an annual public-use fee of $150,000.00. Camping areas and public fishing areas were provided free to the public under this agreement. Menominee Enterprises, Inc. lessened forest operations within the intended-use areas. As this report is written the State of Wisconsin is considering legislative authority to continue this agreement for another three years, or until a final agreement can be negotiated with the Federal government (see Legislative Reference Bill 202, 1969). This would provide Menominee Enterprises, Inc. an annual payment of $250,000.00 and additionally provide funds and authority to continue agreement with private owners along the Wolf River preservation area.

The Federal Scenic & Wild Rivers Act (Public Law 90–542), effective on October 2, 1968, establishes that part of the Wolf River from Keshena Falls to the north boundary of the County as a part of the Scenic & Wild Rivers System, to be administered by the Secretary of the Interior. The direct responsibility has been assigned to the National Park Service, which submitted its preliminary report to Congress on October 2, 1969. Their report includes maps which 1) classifies the river as mostly scenic (23.5 miles) and recreational (0.5 miles), 2) sets forth the intended boundary (containing 6,150 acres), and 3) proposes intended uses, including campsites, parking areas, picnic sites, concessions, hiking trails, fishing, etc. Intended physical improvements would be approximately $2,000,000.00. As of this writing Congress had not indicated its approval, Menominee Enterprises, Inc. has not completed its counter-proposal (although it is generally felt that the boundary and intended uses are agreeable), and Federal funding has not been provided.

The Wild & Scenic Rivers negotiation is extremely important to Menominee Enterprises, Inc. and to Menominee County. The Wolf River represents one of their finest assets, has tremendous appeal and income potential, and Menominee Enterprises, Inc. needs a sustaining income and Menominee County needs sustaining taxes. The Menominee people have preserved the Wolf River in its natural state over the centuries and may now reap benefits of their foresight to meet today's needs through this sharing of its beauties with the people of the State and nation.

To maintain and enhance recreation and tourist interest in Menominee County, the creation of another major dimension in recreation also is required. The County has no public accommodations to satisfy the touring or travelling public, and thus does not derive the direct benefits from this sector that ordinarily would evolve. The vacationing and travelling public demand services and recreational activities. The Visitor Destination Center and a convention-oriented resort complex are programmed for early development to provide this dimension.

Menominee Enterprises, Inc. and the Menominee Tribe, Inc. have worked closely together in the control of hunting and fishing to prevent any "commercialization" on the fish and game. Beginning in 1959 and continuing through 1967, Menominee Enterprises, Inc. permitted fishing on the lakes and streams under a fee system ($5.00 per day for trout fishing and $2.00 per day for lake fishing, with seasonal permits at $50.00 and $35.00 respectively) to accommodate the public demand. The fees were intended to preserve the fishing areas from over-use as well as to develop some cash income for administrative expenses. The income averaged about

$8,000.00 annually and supported a game warden and some limited fish stocking. At Termination date Menominee County was no longer afforded Federal fish for restocking purposes and a local propagation program was eliminated. A private trout rearing pond was established thereafter by a Menominee resident and some stocking has since been provided.

Public access and fishing in the Lakes of the Menominees development will be provided under an agreement with the Department of Natural Resources. Public access and fishing is open in the Wolf River lease area, but hunting and fishing in other parts of the County are now limited to the tribal members and county property owners as a means of preserving this limited resource. Over-use and the prevention of forest fires are always a consideration.

(e) Housing

The 1960 Federal Census reported 554 housing units in what was then the Menominee Indian Reservation: 379 were reported owner-occupied, 106 renter-occupied and some 69 vacant or abandoned. Some 196 housing units were deteriorating and 184 were in a dilapidated condition. Not more than 106 had indoor plumbing. These conditions were attributed to non-ownership of land, limited credit sources (we had only a small tribal loan fund) and low incomes. The total assessed value in 1961 was approximately $1,400,000.00, indicating an average valuation of less than $2500 per unit. Only ten were valued over $6,000.00.

To improve housing and to upgrade the community and the morale of the people, contacts with the Federal Housing Administration, Veteran's Administration (Federal and State), Farmers Home Administration, and other public and private financing was made. We found that the Farmers Home Administration was the only source under which most of our residents could qualify. The legal review section of its Washington headquarters (in the Department of Agriculture) approved the Menominee Enterprises, Inc. deed forms and the Wisconsin FHA office provided the loan services to Menominee County.

Since 1962, the Farmers Home Administration has extended 97 loans to residents of Menominee County. Some 42 new homes were constructed, 16 were purchased, and 39 repaired under real estate mortgage loan agreement. A total of 12 home improvement grants for the aged were provided which are secured by liens against the property involved. The Farmers Home Administration continues to service Menominee County loan applications and maintains office hours in Neopit and Keshena on a part-time basis.

There has been some difficulty in maintaining repayment schedules and payment of real estate taxes and insurance. Menominee Enterprises, Inc. is offering aid in this situation by honoring and processing wage assignments in favor of the Farmers Home Administration. This has worked very well and is helping to improve individual home ownership throughout the County.

Land ownership has made it possible to seek private financing in more recent years and at least 12 such loans have been extended to Menominee residents (in addition to the financing of many of the homes built by non-Menominees in the lakes development).

In 1965–66 arrangements were worked out with the Federal Housing & Urban Development Authority to construct 50 low-rent housing units in Menominee County. The Menominee County Board established a Menominee County Housing Authority and secured necessary State enabling legislation, and established the required zoning and building codes. Menominee Enterprises, Inc. reacquired needed properties (concentrating on the run-down and dilapidated homesites) which had been sold to Menominees and then transferred all needed sites to the developer contracted by the Public Housing Authority in 1968. This program was completed in 1969

and all units promptly occupied. An application has been made by the County for an additional 100-unit project to accommodate additional low-income families and those above the poverty level in the middle-income bracket.

A community center was constructed at Neopit to serve as a health center and public meeting facility, as a part of this program. Financing was done through Nelson–Laird Aid funds.

The Housing Authority reports some difficulty in use and maintenance procedures and in rent collections. They note that those who qualify for occupancy were from the low-income groups living in the worst conditions in the county. Acclimation to the new housing conditions is a problem of patient rehabilitation and firm housing administration.

The home construction, improvement and repair program since 1961 has helped to increase the Menominee-owned property to an estimated $3,-246,967 valuation as compared to the $1,400,000 prevailing in 1961. This and the fix-up paint-up program made possible by St. Anthony's Parish in Neopit and the help afforded by the Operation Mainstream (CAP) workers has done much to make the villages a better place to live. The improvements have immeasurably increased community pride and morale.

There are still many substandard and unhealthy housing conditions, particularly in the outlying areas. Real effort and continuing attention are necessary to improve both village and rural community.

The adjustment from a free and easy tax exempt status and rent-free land use to the responsibility for home ownership, with all its obligations, was a drastic change for most and a difficult new expense for all Menominee residents. However, the adjustments and improvements are continuing. The change in attitude in the responsibilities of home ownership are becoming more and more evident for all to see.

(f) Highways and Transportation Resources

In 1959 roadways in the Menominee Reservation were of four types. They were 1) under easement as State Highways (Highways 47 and 55), 2) under use-right as "county road" (County Trunk M), 3) held in private ownership by the Menominee Tribe but permitting public thoroughfare pursuant to construction or maintenance with Federal funds, and 4) in strict private use by the Menominee Mills as logging or fire trails. Only Highway 47 had been improved to meet minimum State standards. As to other public-use roads, the Bureau of Indian Affairs had limited improvement or construction ". . . until the Menominees submit a Termination Plan . . .". The State Highway Commission had completed a comprehensive engineering survey of the road conditions in 1956 and had recommended over $1,000,000 in improvements in order to meet minimum State, Town and County standards. Only State Highways 47 and 55 were considered all-weather roads, none other were hard surfaced.

The Coordinating and Negotiating Committee, appointed by the Tribe to develop Termination plans, succeeded in persuading the Bureau of Indian Affairs to modify its position. The mileage recommended by the State Highway Commission was considerably reduced. Eventually $1,200,000 was provided by the Bureau from Federal Public Road Funds to build and improve roads and bridges and to hard-surface some of the roads.

At Termination date, by deeds dated April 30, 1961, the Secretary of the Interior transferred rights-of-way for public roads as follows:

State Highway 47	22.16 miles	(226.16 acres)
State Highway 55	18.68 miles	(227.21 acres)
County Trunks	54.13 miles	(524.88 acres)
Town Roads	76.40 miles	(627.35 acres)
TOTALS	171.37 miles	(1,605.70 acres)

All outways from this County to surrounding counties are now hard-surfaced all-weather roads in excellent condition. All roadways not included in the above were deeded by quit claim to Menominee Enterprises, Inc. by the Bureau of Indian Affairs, to be used as private logging roads and fire protection trails. The mainstem roads in this classification have been improved by Menominee Enterprises, Inc. and consist of 120 miles of supplemental entryway to support the public system. Logging roads and fire trails provide another 1,561 miles of service roads to industry.

Since Termination the State Highway Commission has improved State Highway 55 by base reconstruction and surfacing at a cost of $606,884.00. It has improved County and Town roads and Highway 47 at a cost of $300,000.00. The latter provided many badly needed jobs for residents of Menominee County.

In return for these considerations, the public roadways were delivered to the State, County and Town *at no cost* for the right-of-way conveyed. (It should be noted that the Menominee General Council tabled the public road discussion and that this conveyance was made without its agreement). At any rate, Menominee County has an adequate public thoroughfare to serve the public. The private road system permits Menominee Enterprises, Inc. and its contractors to perform logging operations without reference to State limitations pertaining to the public system.

The extension and hard surfacing of County Trunk VV and the Old South Branch Road to the southeastern lakes area made it possible to proceed with the lakes development without expense to Menominee Enterprises, Inc., the Town of Menominee or Menominee County. The State Highway Commission (now the Department of Transportation) has plans to regrade and relocate parts of State Highway 47, to provide extra passing lanes for heavy truck traffic. The approximate cost is $700,000.00 to $800,000.00.

The Lakes of the Menominees development will add forty (40) miles of roadway to the Town of Menominee public road system. The cost of construction is totally absorbed by the project. The additions are included in the subdivision plats and are made as plat approval progresses.

State Highways 47 and 55 connect with important State Trunks 22, 29, 32, 64, 117 and 187 within ten miles of the County, and U. S. 41 less than an hour away. Overnight trucking service is available to Milwaukee and Chicago, and one-day service to Minneapolis–St. Paul. Foreway Freight Lines provide inter-state trucking service. REA Express and United Parcel Post service are available in the County.

Railway freight service is provided by the Soo Line Railroad through Neopit on a twice-daily basis, the Northwestern Railroad is less than 30 minutes away at Antigo and Shawano. Airports at Antigo and Shawano provide excellent charter and private plane services, and the North Central Airlines system with its 90-city service is an hour away at Green Bay.

The Super-Highway System: Northeastern Wisconsin needs a part of the super-highway system extended from Green Bay through its area toward Duluth. This would aid all of Northern Wisconsin and Menominee County. It is evident that in the far reaches of Oklahoma, Kansas, Colorado and Nebraska super-roads have greatly aided economic and recreational development. Northeastern Wisconsin definitely needs more improved entry ways.

(g) Communications

In 1947–48, the Menominee Mills established a dial system telephone service for the Menominee Reservation area, with toll interconnections with State and interstate service. This system continued until August 1, 1964, when it was sold by Menominee Enterprises, Inc. to the Urban Telephone Company of Clintonville, Wisconsin. The Urban Telephone Com-

pany has spent over $250,000 in necessary improvements and modernization. This sale relieved Menominee Enterprises, Inc. of the responsibility of establishing this service under public service rules, of the quarter million dollar redevelopment costs necessary for Public Service licensure, and of maintaining this necessary service without a sufficient rate base. The local system was not profitable and had not maintained depreciation reserves.

Recently the Urban Telephone Company provided a no-toll interconnection with Shawano. The improved service for Menominee Enterprises, Inc., the County offices, and residents eliminates expenses and delays in important, personal business, municipal, medical and emergency communications.

Mail service from Neopit and Keshena is on a once-a-day pickup and delivery system, with rural deliveries between Neopit and Shawano. The service is one day to Milwaukee, Madison, Chicago, and often times Washington, D. C.

For entertainment, most all locations in Menominee County receive television stations from Green Bay channels 2, 5, and 11, and from Wausau channels 7 and 9.

Police, forest fire control and company logging operations are all served by short wave radio, on wave lengths connecting where necessary with surrounding authorities.

Adequate communications for the future are assured.

(h) Utilities

Prior to Termination electric service was provided for Keshena and a limited surrounding area by a small hydro plant supported by auxiliary service from Wisconsin Power & Light. At Neopit service was provided by a small outmoded hydro plant and the steam plant in the sawmill, both supported by auxiliary power furnished by Wisconsin Power & Light.

Wisconsin Power & Light provided this service under wholesale rates beginning in 1956. Thus, two separate utilities were in operation. It also provided direct line service to the sawmill on an industrial rate.

Neither system was licensed under Public Service rules, both had inadequate rate bases, did not meet State safety requirements, and sustained annual operating losses. All revenues collected since 1956 were needed to meet the minimum wholesale commitment.

Two separate engineering analyses were made in 1960–61 to determine a course of action with respect to electric power demands for the industry and the community. The estimated cost of complying with public service rules, redeveloping the total system, maintaining depreciation reserves and other expense involved in administration indicated a continuous operating deficit, considering a rate base of about 457 resident users.

The total electric distribution system owned by Menominee Enterprises, Inc. was sold to Wisconsin Power & Light Company on September 1, 1962. Wisconsin Power & Light has spent in excess of $500,000 to upgrade and redevelop the system to provide adequate service to the sawmill operations and the community. It made extensions consisting of 16 new miles of service without cost to Menominee Enterprises, Inc. or County residents. Menominee County now has modern and adequate electric power sufficient for any likely industrial or community use.

Prior to Termination separate sewer and water utilities were operated at Neopit and Keshena. They were not licensed, they operated almost entirely out of capital funds and without residences in the sufficient rate bases, and did not serve all of the communities.

The Public Health Service Indian Division of the Department of Health, Education and Welfare at Washington was requested to make a survey of the condition of the systems and the needs of the total community. Pursuant HEW studies and budget requests, Congress earmarked

funds totalling about $1,022,000.00 to redevelop and improve sewer and water services.

The systems in Neopit and Keshena were transferred from Menominee Enterprises, Inc to the Town of Menominee in order to organize them under State law as a sanitary district, sewer and water being a municipal rather than an industrial operation.

In 1969, the sewer and water services project was completed by the U.S. Public Health Service. Extensions and laterals have been made to almost every resident and facility in Neopit and Keshena. Water sources and disposal equipment have been redeveloped in both villages. Sanitary operators have been trained to assure efficient maintenance.

Extensions have been completed to serve the new Visitor Destination Center. The disposal systems will not be adequate to serve any large scale industrial or urban development.

When the Lakes of the Menominees development reaches a density sufficient to support sewer and water facilities, plans should be completed and implemented to make such extension wherever feasible, and to develop sufficient disposal system capacity. Federal and State funding and cost sharing possibilities should be fully explored to finance development of a sufficient disposal system capacity.

APPENDIX F

MENOMINEE INDIAN STUDY COMMITTEE BALANCE SHEETS—1965–1969

BALANCE SHEET

FINAL

1965–1966 Fiscal Year

August 15, 1966

	Appropriation	Expenditures	Balance
Legislative Study (State)			
Personal Services	$ 7,600.00	$4,955.92	$2,644.08
Contractual Services (travel)	4,291.18	3,795.92	495.26
Materials and Supplies	2,000.00		2,000.00
TOTAL	$13,891.18*	$8,751.84	$5,139.34
Consultant Services			
Consultant Salaries	$ 3,200.00	$3,200.00	$
Travel	91.87	82.71	9.16
TOTAL	$ 3,291.87	$3,282.71	$ 9.16
General Research and Forest Survey (Grant)			
Unallotted	$ 3,466.67		

*This represents the 1964–65 fiscal year carry-over of $5,891.18 and the $8,000 received pursuant to action of the Board on Government Operations on May 24, 1966.

BALANCE SHEET

FINAL

1966–1967 Fiscal Year

August 15, 1967

	Appropriation	Expenditures	Balance
Legislative Study (State)			
Personal Services	$ 3,603.72	$3,603.72	$ —0—
Contractual Services (travel)	1,535.62	1,535.62	—0—
TOTAL	$ 5,139.34*	$5,139.34	$ —0—
Consultant Services			
Travel	$ 9.16	$ 9.16	$ —0—
TOTAL	$ 9.16*	$ 9.16	$ —0—
General Research and Forest Survey (Grant)			
Unallotted (non-lapsing)	$ 3,466.67		

*This represents the 1965–66 fiscal year carry-over.

66/67

BALANCE SHEET

FINAL

1967–1968 Fiscal Year

August 15, 1968

	Appropriation	Expenditures	Balance
Personal Services	$ 4,450.00	$4,406.25	$ 43.75
Fringe Benefits	350.00	187.27	162.73
Contractual Services (travel, telephone, postage)	1,300.00	846.93	453.07
Materials, supplies, printing	1,000.00	—0—	1,000.00
TOTAL	$ 7,100.00	$5,440.45	$1,659.55
GIFTS & GRANTS (Forest Survey and balance from 1957–59 biennium)			
Contractual Services	$ 3,466.67	$3,466.67	$ —0—
TOTAL	$ 3,466.67	$3,466.67	$ —0—

1967–69 Biennium Appropriation	
1967–68 fiscal year appropriation	$7,100.00
Less 1967–68 fiscal year expenditures	—5,440.45
Balance carried forward to 1968–69	$1,659.55
1968–69 fiscal year appropriation	7,100.00
TOTAL AVAILABLE 1968–69 fiscal year	$8,759.55

BALANCE SHEET

FINAL

1968–1969 Fiscal Year

August 15, 1969

	Appropriation	Expenditures	Balance
FEDERAL FUNDS			
Personal Services	$ 7,000.00	$4,950.00	$2,050.00
Contractual Services (travel)	3,450.00	212.69	3,237.31
Supplies and Printing	3,000.00	123.69	2,876.31
Capital Outlay	1,200.00	360.78	839.22
Fringe Benefits	350.00	206.80	143.20
TOTAL	$15,000.00*	$5,853.96	$9,146.04

*Federal grant received in July 1968.

	Appropriation	Expenditures	Balance
STATE APPROPRIATIONS			
Personal Services	$ 4,750.00	$4,687.50	$ 62.50
Contractual Services (travel, telephone, postage)	1,600.00	902.03	697.97
Supplies and Printing	400.00	95.91	304.09
Unallotted (balance from 1967–68 approp.)	1,659.55		1,659.55
Fringe Benefits	350.00	220.95	129.05
TOTAL	$ 8,759.55*	$5,906.39	$2,853.16

*This represents the $7,100 appropriation for the 1968–69 fiscal year plus the balance of $1,659.55 carried over from the 1967–68 fiscal year.

APPENDIX G

MENOMINEE ENTERPRISES, INC.

OFFICERS — DIRECTORS — TRUSTEES

As of January 8, 1969

Date of Original Appointment	Date Present Term Expires	INCUMBENT	
		Officers of the Corporation—1-year terms	
1969	1969	Art Clements	President and Treasurer
1964	1969	Joseph E. Frechette	Vice President (Sales)
1964	1969	Myron W. Grignon	Secretary
1964	1969	Letitia B. Caldwell	Assistant Secretary
		Board of Directors—3-year terms	
1965	1969	Gordon A. Bubolz	
1961	1969	James J. Caldwell	
1967	1969	Fred Roberts	
1968	1969	Jennie Weso	
1961	1970	Curtis Black	
1964	1970	J. N. "Bud" Fisher	
1961	1970	James G. Frechette	
1961	1970	Jerome A. Grignon	
1968	1971	Theodore S. Boyd	
1964	1971	Joseph E. Frechette	
1968	1971	Harry W. Harder	
1968	1971	Edward G. Vigue	
		Menominee Common Stock and Voting Trust—7-year terms	
1961	1969	William Trinke	
1961	1970	George W. Kenote	
1961	1971	Hilary J. Waukau	
1965	1972	Prof. W. Don Knight	
1961	1973	Myron W. Grignon	
1967	1974	Lucille B. Chapman	
1961	1975	Judge William R. Moser	